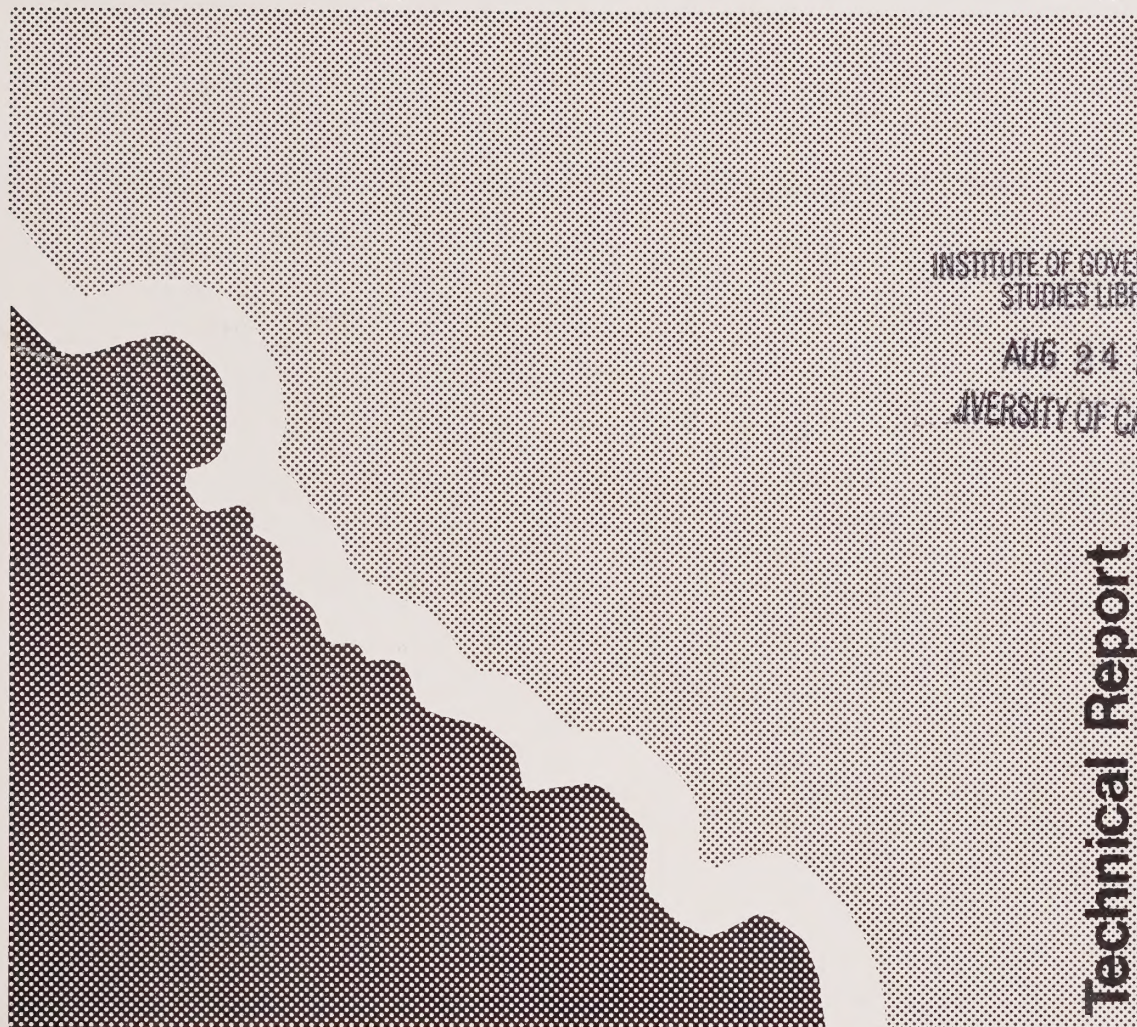


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Tri-County Coastline Study



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Technical Report

Stage II A Policy Plan for Conservation & Development

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TRI - COUNTY COASTLINE STUDY, STAGE II:

A POLICY PLAN FOR CONSERVATION AND DEVELOPMENT

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August 1973

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CONTENTS

I.	<u>INTRODUCTION AND SUMMARY</u>	1
	COASTAL ZONE CONSERVATION ACT	2
	PLANNING APPROACH	3
II.	<u>BACKGROUND</u>	10
	LAND USE AND POPULATION	10
	LAND DEMAND	20
III.	<u>POLICY PROGRAM</u>	24
	INTRODUCTION	24
	PROGRAM DESCRIPTION	25
	Major Policies	25
	Application of Policies Within Open Space Use Areas	28
	Test 1: Coastal Acceptability	28
	Test 2: Regional Resource Use	32
	Test 3: Local Impact	46
	Application of Policies Within Urban Use Areas	50
	Zone Identification Criteria	51
	Policy Standards	52
	Supporting Policies	55
	Accessibility Policy	55
	Water and Sewer Service Policy	57
	Service Area Types	57
	Service Policies	60
	GUIDELINES AND IMPLICATIONS	63
	Guidelines for Use of the Policy Program	63
	General Administration and Policy Application	64
	Policy Techniques	65
	Policy Practices	67
	Economic Implications of the Policy Program	69

IV. IMPLEMENTATION 73

ORGANIZATION 73

POWERS AND PROCEDURES 75

Public Facilities 75

Regulatory 77

Intergovernmental Alternatives for Regulation 78

Local Ordinances 83

Acquisition 88

APPENDICES 90

Appendix A: Area-Wide Coastal Policies 91

Appendix B : Background Data and Policies Referenced to Coastal Zone Conservation Act 97

FIGURES

Study Area 5

Open Space Policy Factors 7

Open Space Use Areas and Urban Use Areas 7

Plan Components 9

Subarea Boundaries 11

Population Distribution 15

Land Use (Generalized) 16

Comparative Land Use 18

Comparative Population Distribution 19

Development Review Process for Open Space Use Areas 26

Coastal Resource Areas 37

Determination of Immediate Shoreline Zone, Urban Coastal Zone 53

Water and Sewer Service 59

Coastal Agency Review Process 82

TABLES

Land Use 13

Demand for Buildable Acreage 21

Regional Coastline Resource Uses 35

Criteria for Determination of Coastal Resource Areas 38

Open Space Resource Acreages by Subareas 40

Maximum Developable Densities in Open Space Use Areas 44

Application of Development Densities 45

I. INTRODUCTION AND SUMMARY

This report, the product of a two-year planning effort, provides policies to achieve a balance between conservation and development on the coastlines of Santa Cruz, Monterey, and San Luis Obispo Counties.

The Tri-County Coastline Study was initiated by Santa Cruz, Monterey, and San Luis Obispo Counties in August, 1971, to provide a broad policy framework for dealing with coastal issues. Tri-County Coastline: Policies for Conservation and Development, was published in 1972 at the conclusion of the first twelve months of study. That study involved a Policy Committee comprised of elected and public representatives from each of the three counties, and a Technical Advisory Committee with more than sixty-five representatives from Federal, State, county, and city governments. The study was monitored by a steering committee of the three County planning directors.

The first report summarized the conclusions and recommendations of Stage I of the study, and responded directly to three basic obstacles to preservation of the coastal area. First, the central California coast was being subjected to great pressure for use and development which would irreversibly alter coastal character and configuration. Second, carefully devised policy responses to many coastal problems were generally lacking or not uniformly applied. Third, the implementing policies and powers to deal with coastal problems were unclear.

Major recommendations from the Stage I report became the foundation of this second year study, initiated in August, 1972. With the assistance of the Tri-County Policy Committee, and under the direction of the Planning Directors Steering Committee, Stage II of the study provides and details specific recommendations for policies developed in the first year. This work relates directly to devising planning approaches to assist public decision-making, provides standards and criteria relating to applicable policies, and allocates responsibilities for applying policies and criteria to appropriate levels of government.

Overall, recommendations are coalesced into a system that includes refined policies, guidelines, and specific implementation methods. The major result - a refinement of those policies developed during the initial year of study - first limits activity and development within designated open space use areas to those uses which ensure the continued dominance of open space and, second, limits activity and development within the shoreline portion of the designated urban use areas to those which emphasize public use or integration of coastal environment with urban development.

In carrying out these recommendations, a series of innovative approaches are proposed whereby the location of land uses within the coastal area is based on the character of the area's natural resources. In addition, the intensity of a proposed use or development, particularly as it relates to the number of units per acre, is based on the size of the entire parcel in a manner to encourage conservation of larger open space areas.

To put these recommendations and standards into a form that may be utilized by decision-makers, area-wide coastal policy has been molded into a development review procedure which incorporates basic criteria and standards.

The recommendations and information contained in this report are intended for use at several points in the planning process and by several levels of government. The report should be helpful to planners and decision-makers in each of the three Counties in their recommendations on area-specific land use proposals in the coastal area, as well as by local, regional, and State agencies in planning for the future of the coastal area. In addition, the passage of the California Coastal Zone Conservation Act in 1972 makes this report especially important.

THE COASTAL ZONE CONSERVATION ACT

The Tri-County Coastline Study, originally conceived at a time when attempts at coastal legislation had failed, was initiated to determine policy and roles for a range of public agencies with coastal jurisdiction. Attention was to be directed to formulation of policies to deal with major conservation and development issues. In many ways, the study was considered a prototype for developing a comprehensive approach to coastal planning.

The passage of the Coastal Initiative provided a new opportunity for the Tri-County Coastline study. During the year of study that preceded the Initiative, an extensive body of data regarding the environmental character of the coast was compiled and analyzed. In addition, a policy framework was established in the first year which both satisfied and complemented many of the objectives in the Coastal Conservation Act.

Taken as a whole, Stages I and II include recommendations for elements of the coastal zone conservation plan, as mandated under Chapter 4, Section 27304, of the Act. In the Appendix of this report, a detailed cross reference is provided which indicates where required elements of the Act are specifically discussed within the Tri-County reports. Generally, the following elements, as described in the Coastal Conservation Act, have been considered:

1. Public Interest and Ecologic Planning Principles: Both the definition of the public interest in the coastal zone and the ecologic planning principles used in determining the suitability and extent of allowable development, were defined and thoroughly detailed in the first year report. The elementary and very basic

decisions regarding determination of the study area, the careful selection and subsequent geographic identification of open space policy factors, and the general and locational policies, served clearly to identify the public interest and ecologic principles.

2. Land Use: A recommended land use element is included which is considered appropriate at the regional level. Since many separate elements in the Stage II study contribute to the land use plan, no single element or section of this report may be considered the principal constituent; to do so would fail to recognize critical interrelationships.

3. Conservation and Recreation: Conservation and recreation are treated throughout the study, initially through locational identification of areas of open space resources, and then by development of policies and strategies to insure preservation and appropriate utilization of these resources.

4. Public Services and Facilities: These factors are considered primarily in the section on supporting policies, where recommendations for level of service and administrative action to be taken to assure that level, are provided. Issues considered relate directly to regional roadway accessibility and sewer and water service facilities.

5. Public Access: Public access has been treated in several ways. The supporting policies identify an appropriate level of roadway access, and specific policies define criteria for provision of both visual and physical access to the coastline.

6. Reservation of Land and Water: Recommendations for reservation of land and water areas within the coastal zone for certain uses is an integral part of the recommended land use element. The section on regional resource use describes this policy in detail.

7. Government Policies and Powers: Governmental policy recommendations are provided in the section on implementation which describes organization, process, and strategies.

Finally, to insure further interaction of this report with the requirements of the Coastal Initiative, the Director of the San Mateo County Planning Department joined the Planning Directors' Steering Committee in guiding Stage II of the study.

PLANNING APPROACH

For planning purposes, a coastal study area was defined in a manner to encompass both the immediate coastal environment and those areas considered to have a significant impact on that environment. The primary area extends seaward one-half mile from open coastline, except in Monterey Bay where it is seaward from the internal waters of the Bay, defined by a line extending

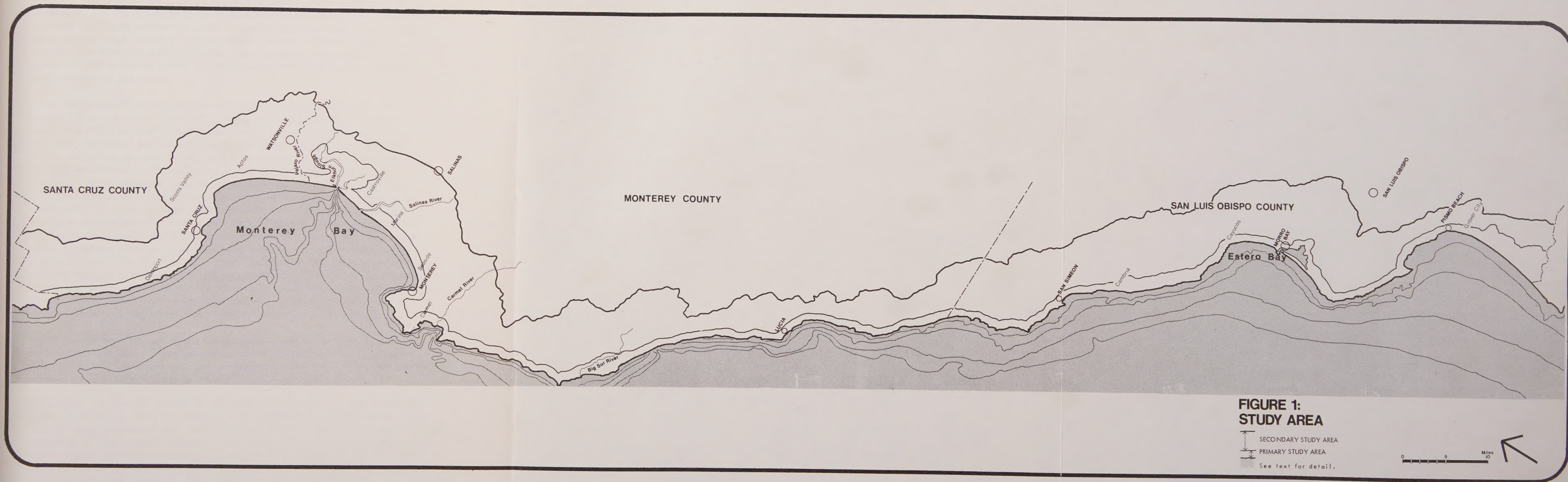
from Point Santa Cruz in the North to Point Pinos in the South. Landward, the primary area generally extends inland one mile from open coastline and further inland in those areas subject to the direct marine influences of tidal action, salinity, or sand deposition. Generally, the primary area represents the extent of visibility from the shore or cliffs immediately above the shore, as well as the "viewshed" as seen from the major longitudinal roadway corridor. The secondary study area extends from the primary area seaward to the limit of State jurisdiction and landward to the first major coastal drainage divide or the limit of direct marine climatic influence.

As defined, the total study area contains approximately 1300 square miles, of which 260 occur within the primary area. Predominant coastal topography includes the Santa Cruz Mountains, which back much of the Santa Cruz County coastal area, and the Santa Lucia Range which extends through Monterey County and the northern part of San Luis Obispo County. The northern portion of the study area is dominated by Monterey Bay, and the central portion by the Big Sur coastal area. Along this central section, bluffs rise higher than anywhere else along the California coast, but diminish within San Luis Obispo County to a low coastal basin and a series of extensive sandy beaches.

Work within this study area during Stage II, was built directly upon a policy framework established during the first year. That framework includes five broad policies:

1. That conservation principles regarding air, water, land, energy, plant nutrients, and living resources must underlie all decisions regarding use of any coastal resource;
2. That environmental quality standards necessary to insure a high quality of air, water, land and amenity resources must be identified and instituted;
3. That open space use should not only remain the dominant use of the coastal area, but should be enhanced and protected;
4. That urbanization and development activities and patterns should be structured and channeled to reflect particularly open space values; and
5. That resource utilization must be rational and compatible with other such use while discouraging misuse, waste, and environmental degradation.

These policy statements were amplified to indicate the recommended approach for applying each policy. From this effort there emerged a series of locational policies which constituted a major step in relating general policies to the Tri-County coastal area. Figure 2 depicts the Open Space



Policy Factors map, formulated during the first year study. The map identifies two types of factors: 1) open space values to be protected, preserved, and utilized in a manner consistent with the value; and 2) areas of severe hazard to structural development that, in the interests of public safety, should not be developed. Information considered in determination of open space values included significant marine and wildlife habitats, acknowledged recreational resources, and high value agricultural lands. Severe relative hazards to structural development were identified, based on slope, slope stability, response of earth materials to seismic disturbances, and flood hazard, including that from seismic sea waves.

Based on the identification of open space values, a further definition was made of urban use areas. Essentially, these were areas within the primary study area which included existing major urban concentrations, where there was little significant conflict with open space values, where high levels of access and public services existed, and where growth was compatible with the policies detailed in the policy framework as well as broader regional concerns. These urban use areas are shown in Figure 3. Two modifiers were postulated in designation of urban use areas. The first was that an open space value within an urban use area was not to be consumed by development, but was to be maintained within an urban setting. Second, the urban designation was not meant to imply that the area was recommended for immediate development. Numerous other considerations were to be recognized in decisions regarding growth within the urban use areas, including the occurrence of high or moderate hazards to public safety, phasing of development and public services, current use as it is related to the maintenance of open space values, city and county general plans, local recreational values, social implications, and a series of additional constraints that attend any major land use decision.

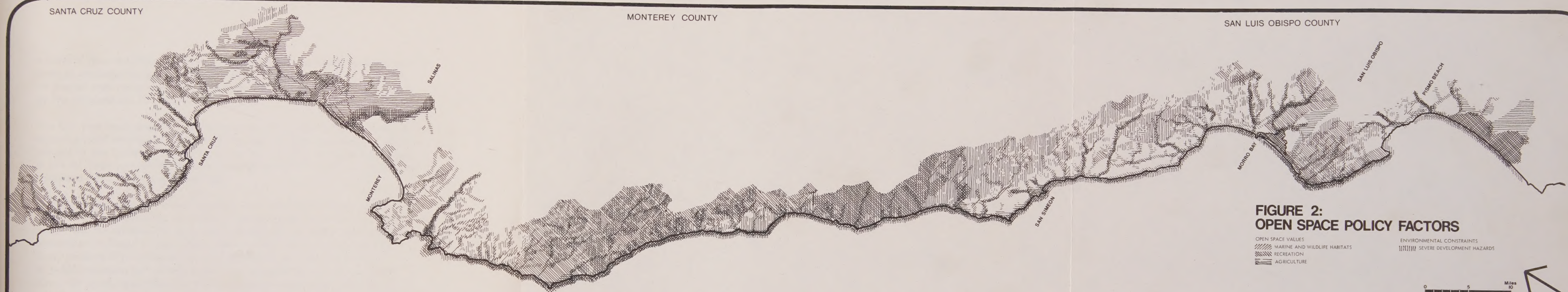
In addition to the urban use areas, open space use areas were identified within the primary study area. These were areas where a concentration of high open space values and hazards to structural development appeared. They were identified as areas where open space was to remain the principal and dominant use.

To support the overall policy of directing development to the urban use areas, a series of auxiliary policies and strategies were developed. The first of these concerned the role of public investment and recommended that upgrading of the coastal roadway network and the provision of sewer and water service facilities not occur in a manner contrary to overall coastal policies. As such, the report provided specific recommendations as to appropriate quality and level of these public services, commensurate with the urban use and open space use area character, as well as the policy framework. The

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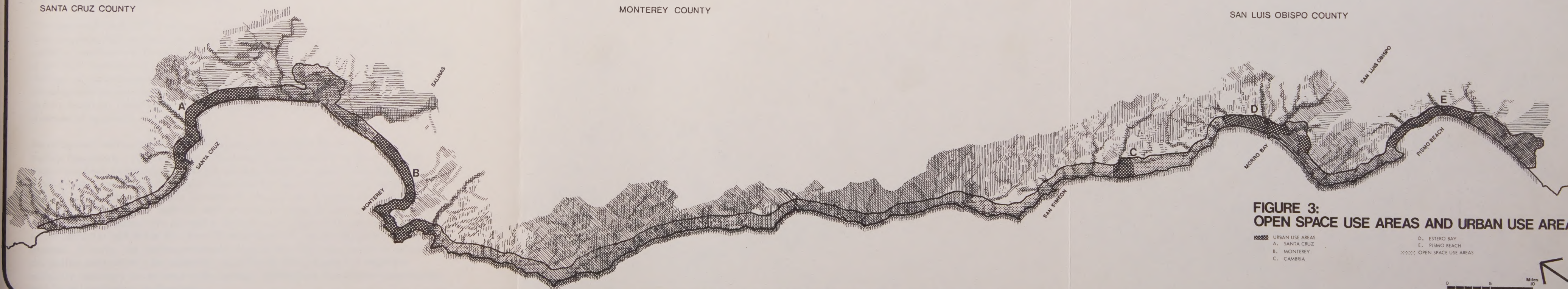
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second of these auxiliary policies was a review process which included criteria to evaluate the degree of dependency of proposed uses and activities on coastal area resources, and to evaluate the impacts or effects generated by the proposed use or activity.

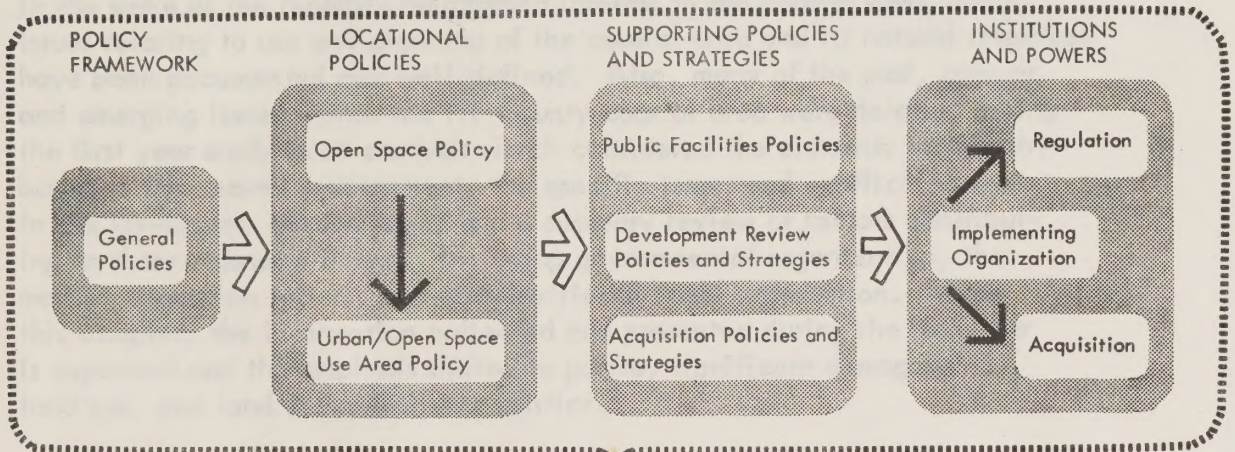
The first year study concluded with recommendations for alternate forms of organizational arrangements whereby the plan could be implemented. While passage of the Coastal Zone Conservation Act provides an interim structure, it was felt that post-1976 intergovernmental arrangements should begin to be addressed now. This report does that.

Stage II of the study relates to the first year most directly as an expansion, elaboration, and detailing of first year recommendations for a review process. But the relationship is, in fact, directly to the entire body of work undertaken in Stage I. The current report unifies all previously gathered data, presents it in a format that can be used at many different levels by public agencies in reviewing plans for conservation and development along the coast, quantifies previously expressed qualitative policies, details implementation strategies, and unifies all major policies and significant implementation strategies. These are amalgamated into a policy plan and program that is itself a strategy for promoting conservation of coastal resources of area-wide significance, while encouraging use of coastal land and waters to benefit present and future generations.

The approach used in this report is to organize policies, standards, and criteria into a system that may be used not only to test the adequacy with which a proposal satisfies requirements for coastal land use, but which also acts as a device to impose a series of conditions on the developer of coastal land. This is accomplished through a comprehensive policy program that has three basic elements: first, development review standards and criteria; second, region-wide recommendations for public facilities investment; and third, implementation strategies covering numerous avenues of approach.

Development review policies and standards are an outgrowth of the Stage I policy framework. The majority of the policies developed throughout the first year have been incorporated into this section and have subsequently been made more precise. Although this report separates the development review policies from those dealing with public investment, the two are actually meant to function in a highly interrelated fashion; region-wide recommendations for public investment identify a policy role for public agencies with regard to road, sewer, and water facilities which has also been incorporated into the development review process. Finally, the implementation strategies deal with the manner in which the policy program may be achieved, specifically recognizing the requisite authority necessary for an area-wide agency, appropriate interagency interaction, and State legislative implications.

STAGE I POLICY DEVELOPMENT



STAGE II POLICY PROGRAM

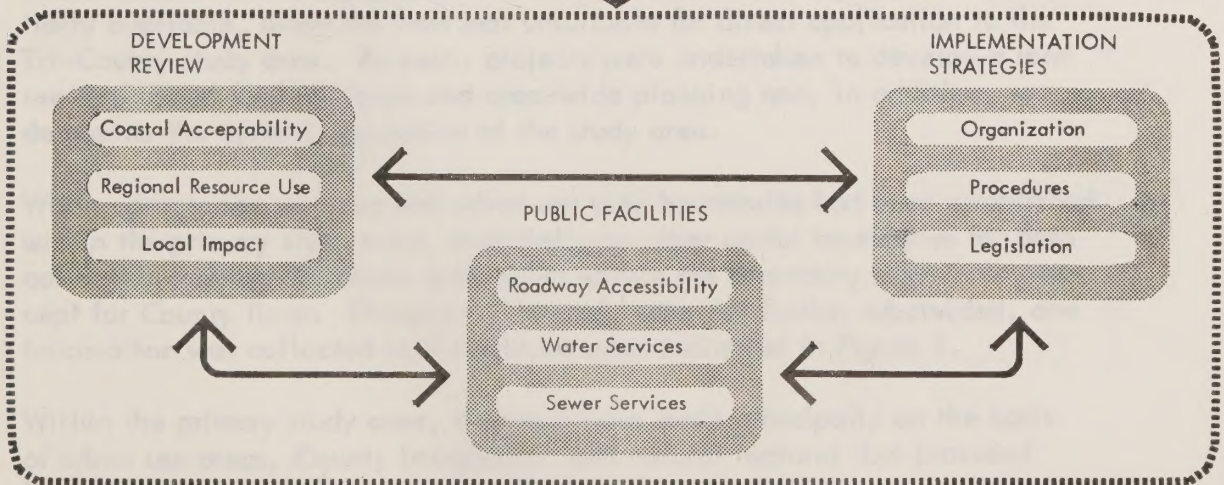
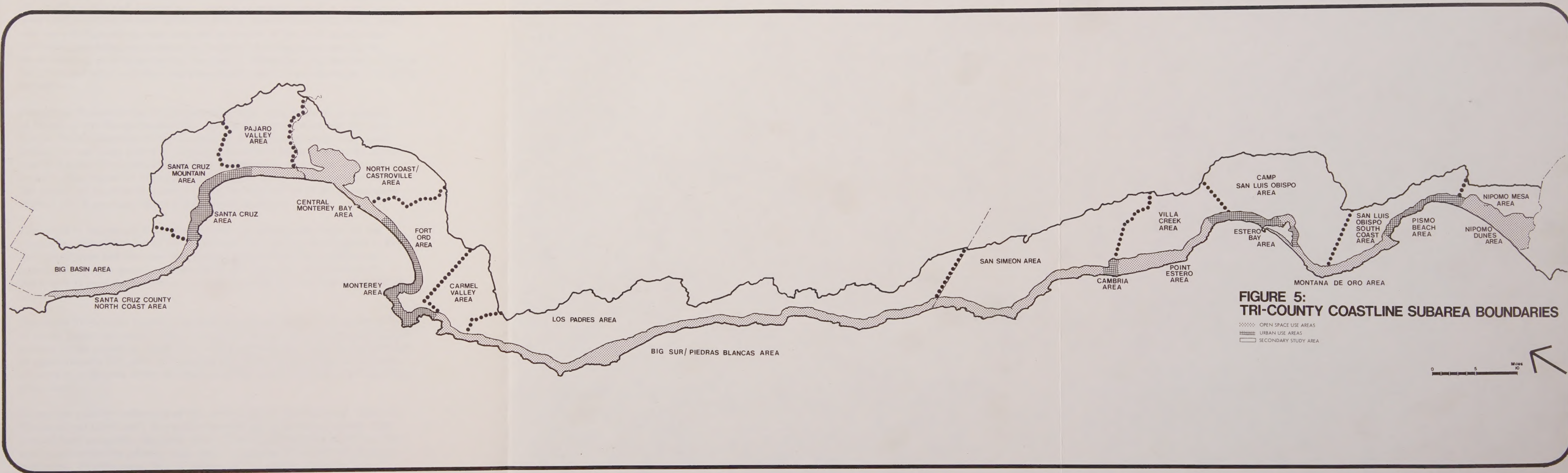


FIGURE 4:
TRI-COUNTY COASTLINE STUDY: PLAN COMPONENTS



Comprehensive Ocean Area Plan (COAP) land use mapping and classification system. Basically, the COAP system was modified into ten major use categories which were then further refined in a manner which allowed application of a multiple series of designators. More than seventy possible combinations were used providing a detailed description of current land utilization. Land uses were designated on maps prepared at a scale of one inch equals one-half mile, providing considerably more detail than had been used for any other mapping undertaken during the study. Information then became available in a form and at a scale that could be readily used for a wide range of planning operations.

Population figures for the Tri-County study area were based on an analysis of Bureau of the Census enumeration district population data and the relation of the enumeration district boundaries to Tri-County study area boundaries. In instances where an enumeration district did not lie wholly within one of the identified subarea boundaries, a population estimate was made based on the amount of the enumeration district lying within the subarea and the amount of development which existed in that portion of the enumeration district which extended beyond the subarea boundary.

The series of Tables and Figures within this section describe land use and population characteristics of the study area. Of general significance is that both population and land use data support earlier decisions in which the boundaries of open space use areas and urban use areas were determined. Basic data is provided by Table 1, indicating land use, and Figure 6, indicating population.

The entire Tri-County coastal area includes approximately 1290 square miles, of which 20 percent occurs within the primary study area and the remaining 80 percent in the secondary study area. Of the Tri-County study area population of approximately 307,000, 2.7 percent live within the open space use areas, 44 percent within the urban use areas, and 53.2 percent within the secondary study area.

To provide a better indication of the utilization of this land area, Figure 7, "Generalized Land Use", is a much-reduced approximation of current patterns of land use within the study area. Overall, agriculture is the most pervasive use within the primary study area, occupying 37 percent of the total land area. Slightly more than 25 percent of the primary study area is vacant and both residential and recreation uses each occupy about 14 percent of the primary study area. These four categories - agriculture, vacant use, residential, recreation - comprise almost 90% of the 258 square mile primary study area.

TABLE 1: TRI-COUNTY COASTLINE LAND USE
PRIMARY STUDY AREA: URBAN USE AREAS

	Santa Cruz County Urban Use Area 17.14 square miles		Monterey County Urban Use Area 21.39 square miles		Cambria Urban Use Area 5.31 square miles		Estero Bay Urban Use Area 13.37 square miles		Pismo Beach Urban Use Area 11.64 square miles	
LAND USE*	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent
Agriculture	1622	14.8	158.8	1.2	422.5	12.4	2842.5	33.2	3669	52
Commercial	926.4	8.5	1127.2	8.2	96.3	2.8	141.7	1.7	201.1	2.8
Extraction	0	0	309.4	2.3	0	0	25.3	0.3	0	0
Public Facilities	479.9	4.4	447.9	3.3	0	0	54.1	0.6	8.5	0.1
Industry/Manufacturing	143.7	1.3	22	0.1	0	0	152.1	1.8	65.9	0.9
Military	0	0	3084.3	22.5	0	0	0	0	28.7	0.4
Parks/Recreation	512.1	4.7	1713.7	12.5	5.9	0.2	312.6	3.7	174	2.5
Residential	6325.6	57.7	5783.2	42	1612.2	47.4	4980.4	58.2	2450.5	35
Transportation	0	0	0	0	0	0	0	0	86.2	1.2
Vacant Lands	229.8	2.1	0	0	1262.4	37.1	49	0.5	0	0
Future Planned Use	485	4.4	336.3	2.4	0	0	0	0	0	0
Other	248	2.3	713.2	5.2	0	0	0	0	383.6	5.4
TOTAL	10,972.5	100	13,696	100	3,399.3	100	8,557.7	100	7,067.5	100

< Indicates "less than".

PRIMARY STUDY AREA: OPEN SPACE USE AREAS

	Santa Cruz County North Coast Area 17.14 square miles		Central Monterey Bay Area, Santa Cruz County Portion 4.25 square miles		Central Monterey Bay Area, Monterey County Portion 28.64 square miles		Big Sur/Piedras Blancas Area, Monterey Co. Port. 73.03 square miles		Big Sur/Piedras Blancas Area, S.L. Obispo Co. Port. 17.04 square miles		Point Estero Area 15.3 square miles		Montana de Oro Area 11.6 square miles		Nipomo Dunes Area 23 square miles	
LAND USE*	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent
Agriculture	5331.9	48.6	2092.2	77	11,203	61	4250.4	9	9671.9	88.7	9153	93.4	7388.7	62.9	3209.3	21.8
Commercial	0	0	0	0	50.7	0.2	389	0.8	101.4	0.9	0	0	0	0	0	0
Extraction	92.9	0.8	0	0	415.7	2.3	0	0	0	0	0	0	0	0	0	0
Public Facilities	33.8	0.3	84.5	3.1	77.7	0.4	47.3	0.1	0	0	0	0	0	0	0	0
Industry/Manufacturing	57.5	0.5	0	0	1247.2	6.8	0	0	0	0	0	0	55.8	0.5	103	0.7
Military	0	0	0	0	280.5	1.5	96.3	0.2	0	0	42.3	0.4	0	0	0	0
Parks/Recreation	621.9	5.7	373.5	13.7	398.8	2.2	6967.8	14.9	356.6	3.3	0	0	4310	36.7	11,390.6	77.4
Residential	67.6	0.6	138.6	5.1	228.2	1.2	1341.9	2.9	0	0	0	0	0	0	5	< 0.1
Transportation	11.8	0.1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vacant Lands	1813.3	16.5	0	0	4118.5	22.5	34,004.5	72.7	774	7.1	0	0	0	0	0	0
Future Planned Use	231.5	2.1	28.7	1	0	0	0	0	0	0	0	0	0	0	0	0
Other	2707.4	24.6	0	0	314.3	1.7	0	0	0	0	603.3	6.2	0	0	0	0
TOTAL	10,969.6	100	2,717.5	100	18,334.6	100	47,097.2	100	10,903.9	100	9,798.6	100	11,754.5	100	14,707.9	100

< Indicates "less than".

TABLE 1 (CONT.)
SECONDARY STUDY AREA

	Big Basin Area 96.14 square miles		Santa Cruz Mountain Area 76.51 square miles		Pajaro Valley Area 66.5 square miles		North Coast/ Castroville Area 61.65 square miles		Fort Ord Area 68.79 square miles		Carmel Valley Area 45.6 square miles		Los Padres Area 202.7 square miles		San Simeon Area 149.2 square miles		Villa Creek Area 67.18 square miles		Camp San Luis Obispo Area 130.5 square miles		San Luis Obispo South Coast Area 49.04 square miles		Nipomo Mesa Area 20.37 square miles	
LAND USE*	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent	Acreage	Percent
Agriculture	8187.2	13	2943.1	6	26,511	62.3	31,707.8	80	3706	8.4	3388.5	11.6	5473.9	4.2	94,081.5	98.3	42,964.3	99.9	67,025.4	80.7	22,128.9	68.5	11,545.6	88.5
Commercial	0	0	277.1	0.5	81.1	0.2	501.9	1.3	1145.8	2.6	147	0.5	0	0	201.1	0.2	0	0	16.9	< 0.1	300.8	0.9	0	0
Extraction	182.5	0.2	60.8	0.1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	28.7	< 0.1	0	0	0	0
Public Facilities	159.7	0.2	1875.9	3.8	498.6	1.2	331.2	0.8	493.5	1.1	54.0	0.2	0	0	59.1	< 0.1	22.1	< 0.1	1248.9	1.5	3.4	< 0.1	0	0
Industry/Manufacturing	33.8	0.1	358.3	0.7	283.9	0.7	214.6	0.5	0	0	0	0	0	0	0	0	0	0	226.5	0.3	0	0	99.3	0.8
Military	0	0	0	0	0	0	0	0	20,682.2	47	0	0	0	0	0	0	0	0	1093.4	1.3	0	0	0	0
Parks/Recreation	10,738.2	17.5	9881.4	20	256.9	0.6	0	0	652.3	1.5	216.3	0.7	117,422.5	95	0	0	0	0	8782	10.6	1610	5	13.5	0.1
Residential	640.5	1	11,301.3	23	3751.8	8.8	4206.4	10.6	5252.5	12	3626.7	12.4	278.9	0.2	0	0	0	0	1625.4	2	7747	24	1065	8.1
Transportation	0	0	0	0	327.9	0.8	0	0	464.8	1	0	0	0	0	0	0	0	0	0	0	0	0	86.2	0.6
Vacant Lands	0	0	8664.6	17.6	7121	16.7	1713.7	4.3	10,395.2	23.6	13,183.7	45	6559.4	.6	0	0	0	0	340.5	0.4	0	0	0	0
Future Planned Use	0	0	0	0	0	0	0	0	0	0	5710.5	19.5	0	0	0	0	0	0	0	0	0	0	0	0
Other	41,950	68	13,606.2	27.7	3711.2	8.7	785	2	1230.3	2.8	2879.8	9.9	0	0	1,362	1.4	0	0	2640	3.2	493	1.5	226.5	1.7
TOTAL	61,891.9	100	48,968.7	100	42,543.4	100	39,460.6	100	44,022.6	100	29,206.5	100	129,734.7	100	95,703.7	100	42,986.4	100	83,027.7	100	32,283.1	100	13,036.1	100

< Indicates "less than".

*LAND USE CLASSIFICATION

Land use mapping was undertaken at a scale of one inch equals one-half mile. The principal land use categories presented in this Table are further refined on the original data map and include the following subcategories:

Agriculture - Row Crops, Tree Crops, Forestry, Tree Crops, Orchards, Dairying, Grazing, Ranging, Poultry, Other. Any use within this category that was coastal dependent was so designated.

Commercial - Neighborhood, Community Center, Regional or Subregional, Arterial Related (sales and service), Other. Any use within this category that was water-related or water-oriented was so designated.

Extraction - Desalting Plant, Seawater Mineral Recovery, Oil, Gas Fields, Quarries (stone), Gravel and Sand Deposits, Other Mineral Operations. Any use within this category that was not currently operating was so designated.

Public and Institutional Facilities - Government Buildings (administration), Disposal Areas, Solid Waste, Sanitary Treatment Facilities, Universities, Colleges, Schools, Reservoirs, Utility Rights-of-Way, Other.

Industrial/Manufacturing - Power Plant, Fossil Fuel, Power Plant, Nuclear, Power Substantion, Commercial Fishing Facilities, Saw Mills, Port Facilities, Commercial Harbors, Shipbuilding, Repair, Drydock, Oil Refineries, Tank Farms, Storage and Distribution, Other Industrial and Manufacturing Uses.

Military - Facilities and Barracks, Open Space Uses.

Parks/Recreation - Park, Day Use, Park, Overnight Use, Terrestrial Reserve, Marine Reserve, Other.

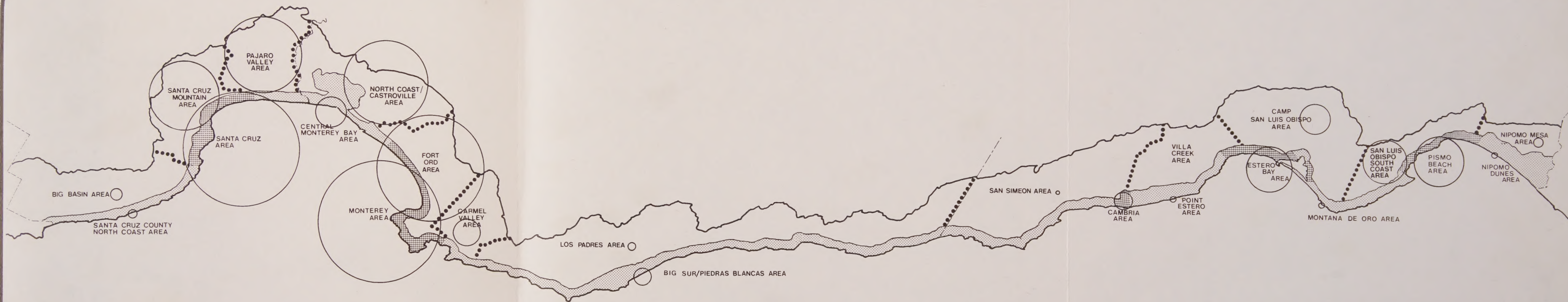
Residential - Single Family, Multiple Family, Trailer-Mobile Home Park.

Transportation - Airports, Highway Corporation Yards, Parking Areas, Railways, Yards, Public Access Roads to Shoreline.

Vacant Lands - No Apparent Use, Currently Under Consideration for Development.

Future Planned Use - When an application for development had been filed, as indicated by the submission of a tentative map, the area which was to be included in the development was indicated.

Other - Land in public ownership without a designated use, watershed lands, and all other uses not included within other categories.



ESTIMATED POPULATION FOR 1970 *

PRIMARY STUDY AREA

URBAN USE AREAS

Santa Cruz	47,330
Monterey	66,035
Cambria	1,720
Estero Bay	9,875
Pismo Beach	10,130

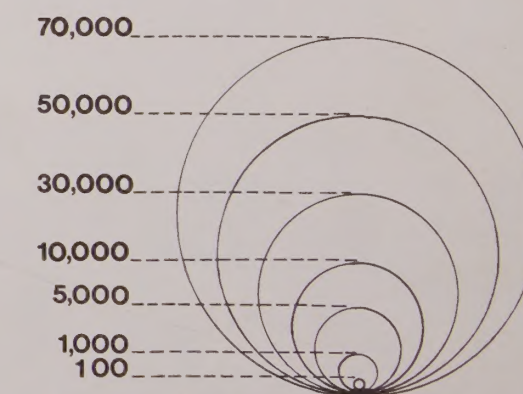
OPEN SPACE USE AREAS

Santa Cruz North Coast	525
Central Monterey Bay	5,000
Big Sur/Piedras Blancas	1,740
Pt. Estero	345
Montana de Oro	300
Nipomo Dunes	325

SECONDARY STUDY AREA

Big Basin Area	815
Santa Cruz Mountain Area	26,800
Pajaro Valley Area	28,330
North Coast/Castroville Area	31,775
Ft. Ord Area	54,730
Carmel Valley Area	3,330
Los Padres Area	305
San Simeon Area	70
Villa Creek Area	115
Camp San Luis Obispo Area	5,300
San Luis Obispo South Coast Area	11,020
Nipomo Mesa Area	730

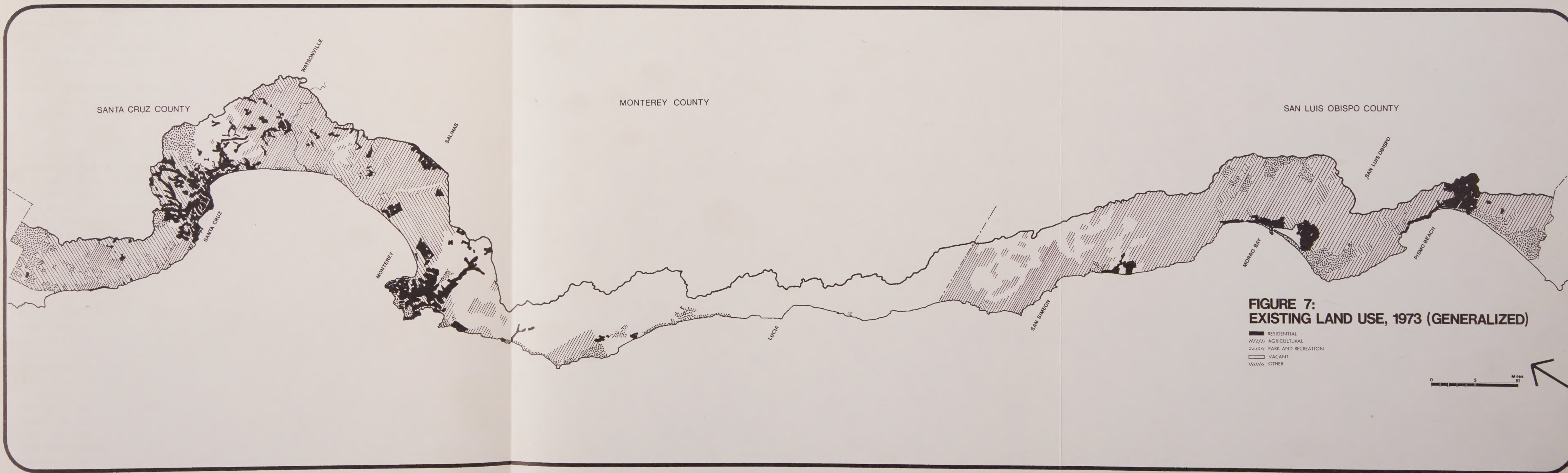
*Area of circles on the map is proportional to the population within each subarea.



**FIGURE 6:
POPULATION DISTRIBUTION**

0 5 10 Miles



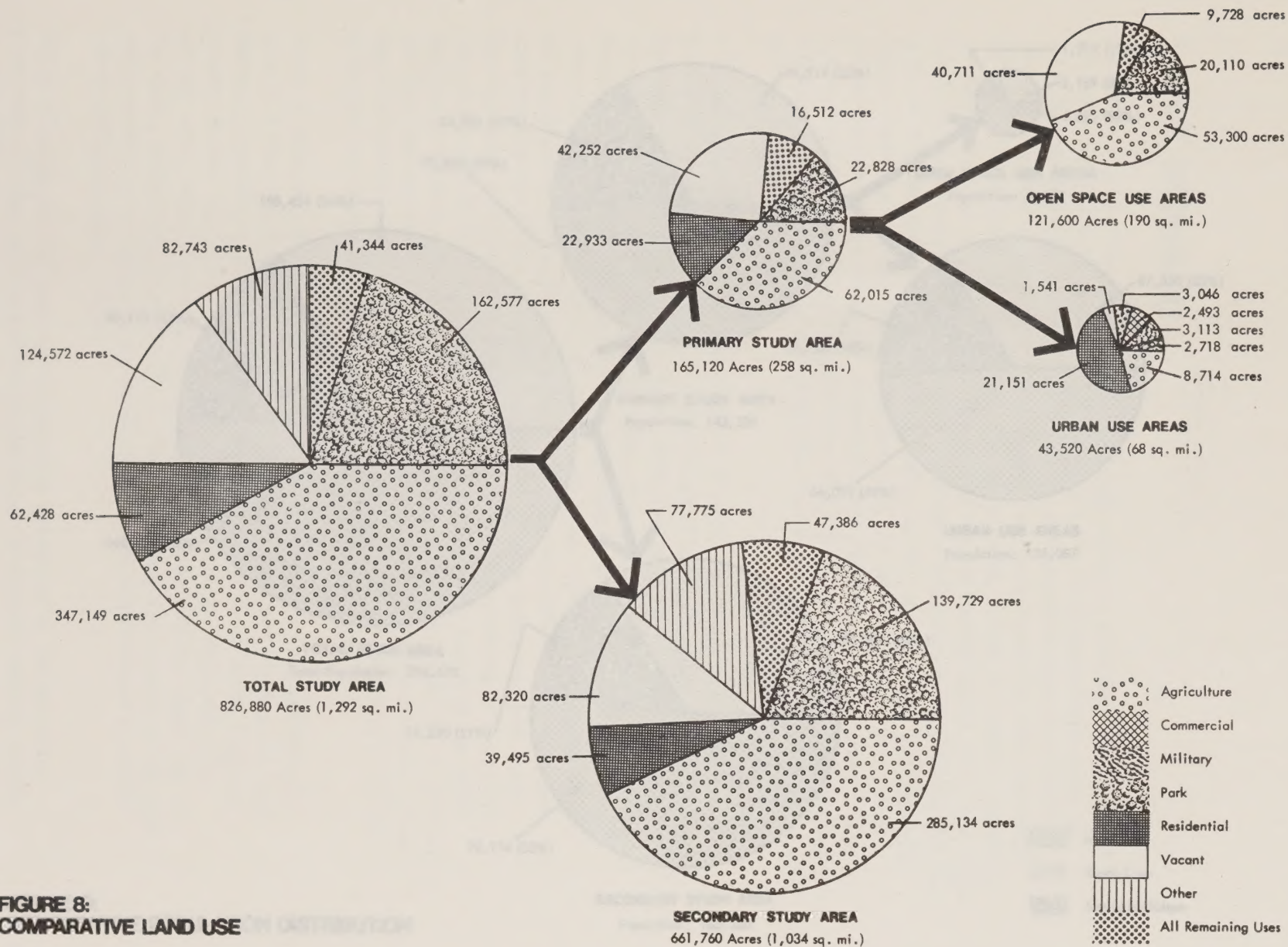


When land use in the open space use areas and urban use areas is considered separately, the division among land uses alters considerably. Within the urban use areas, almost 50 percent of the area is devoted to residential use and, somewhat surprisingly, 20 percent of the land is devoted to agriculture. Military, recreation, and commercial uses each occupy between five and six percent of the total land. In the open space use areas, however, 43 percent of the land is in agricultural use, 33 percent is vacant, and 16 percent is devoted to recreation. All remaining uses occupy three percent or less of the total land area.

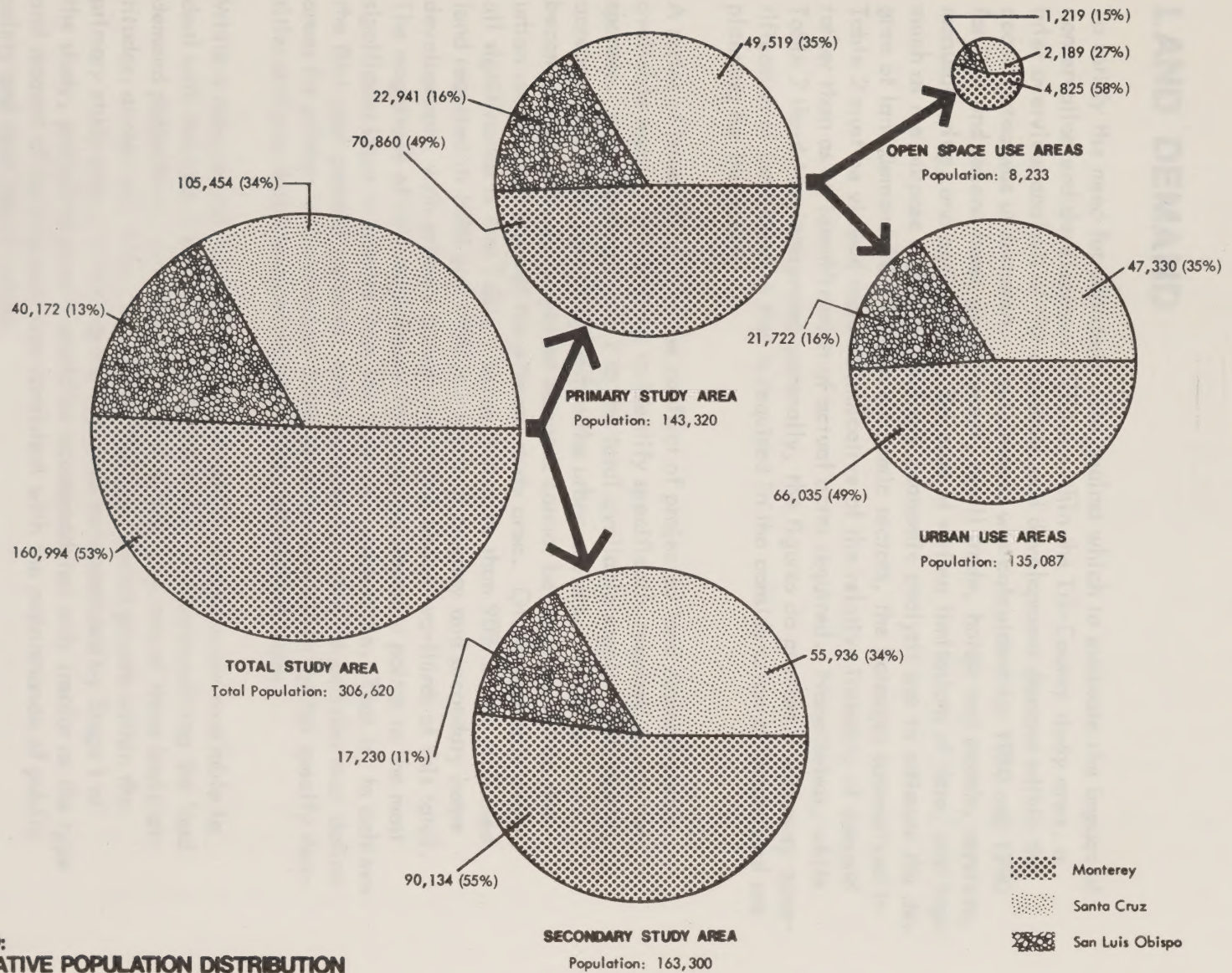
Within the secondary study area, agriculture and vacant land represent 43 and 30 percent, respectively, of identified land uses, closely paralleling the use breakdown in the open space use areas. Figure 8 illustrates variations in land use.

Of significance is the fact that agriculture, while always considered to be of major importance in the maintenance of open space character along the coast, is actually shown to occupy more land than any other uses in the entire primary study area. In addition, the land use survey indicates that in the open space use areas and in the secondary study area, vacant land and lands with no apparent use constitute about a third of the total land supply, almost 375 square miles. While this figure does not represent the land that is actually available (since much of the land occurs in mountainous or isolated areas that are not feasible nor currently pressured for development), it does suggest that there exists a considerable amount of area that must in some way be protected to insure the predominant open space character of the coast.

Population distribution understandably conforms rather closely with the designated land uses. Within the more intensively developed urban use areas, particularly in Santa Cruz and Monterey Counties, the combined population exceeds 110,000. Within those urban use areas, residential land comprises 58 percent and 42 percent of the land use, respectively. By contrast, the three urban use areas within San Luis Obispo County have a total population of slightly more than 21,000, with residential land use averaging about 47 percent of the urban use areas. Monterey County evidences the highest population within the urban use areas, the open space use areas, and the secondary study area. Overall, almost 53 percent of the entire Tri-County study area population live within Monterey County, with 34 percent in Santa Cruz County, and 13 percent in San Luis Obispo County. Open space use areas have a population that equals approximately one person for every fifteen acres, while the secondary study area, which in many instances is considerably more remote and often less desirable than the primary study area, has a population that equals approximately one person for every four acres. The urban use areas average one person for every one-third acre.



**FIGURE 8:
COMPARATIVE LAND USE**



**FIGURE 9:
COMPARATIVE POPULATION DISTRIBUTION**

LAND DEMAND

To satisfy the need for economic data against which to evaluate the impact of conservation and development policies within the Tri-County study area, a brief overview analysis of the economic and development demand within the coastal area was undertaken. Land demand was calculated for 1980 and 1990 for first and second home development, retail trade, hotels and motels, services, manufacturing, and agriculture. Because of serious limitations of data, and inasmuch as the purpose of this preliminary economic analysis was to estimate the degree of land demand from various economic sectors, the acreages summarized in Table 2 must be viewed more as indicative of the relative intensity of demand rather than as an identification of actual acres required. Nonetheless, while Table 2 should be interpreted generally, the figures do provide a necessary quantification of land demand that is required in the consideration of future land use planning for the coast.

A series of issues arise from the conflict of projected land demand versus available supply, which serve to identify specifically required policy responses. In comparing Table 2 to the total available supply of buildable acreage (raw land) identified within the urban use areas in Table 1, it becomes clear that all projected demands cannot be satisfied within the urban use area portions of the primary study area. Of considerable overall significance is that Table 2 shows that more than 90% of the projected land required in 1980 and 1990 is a result of primary and secondary home development, with primary homes comprising about two-thirds of this total. The magnitude of this requirement for land development points to the most significant issue to emerge from the economic evaluation. That is, to achieve the first year general policies, new locationally-specific policies must define areas for primary and secondary home development which further specify densities and population concentrations within residential areas.

While a number and range of individual policy decisions are available to deal with the role the Tri-Counties should play in accommodating the land demand projections, any decision could reflect only one of three basic attitudes: accept all, some, or none of the anticipated growth within the primary study area. Utilizing the approach recommended by Stage I of the study, projected growth would be accommodated only insofar as the type and amount of development was consistent with the maintenance of public safety and open space values.

While this suggests that some growth must be relegated to the secondary study area, it also opens numerous possibilities for accommodating certain growth within designated urban use areas and open space use areas. Acre-

TABLE 2: DEMAND FOR BUILDABLE ACREAGE - TOTAL STUDY AREA

COUNTY	Santa Cruz		Monterey		San Luis Obispo		TOTALS	
Year	1980	1990	1980	1990	1980	1990	1980	1990
Total Acreage	4,486.7	10,631.4	3,824.3	8,976.8	3,015.8	7,756.2	11,326.8	27,265.4
Primary Residential	2,868.1	6,482.6	2,030.5	4,500.5	1,873.7	4,493.7	6,772.3	15,476.8
Second Homes**	1,300*	3,375*	1,300*	3,375*	950	2,700	3,550	9,450
Retail Trade**	216.2	519.3	260.8	529.5	121.8	286	598.8	1,334.8
Hotels and Motels	35	83	167	405	55	133	257	621
Services	24.5	73.7	33.4	92.4	9.7	31.6	67.6	197.7
Manufacturing	42.9	97.8	32.6	74.4	5.6	12.9	81.1	185.1

* The demand for acreage for second homes in the Monterey-Santa Cruz market area cannot be separated by County. The total second home demand for the area has therefore been divided equally between the two Counties.

** The number of acres expressed here represents the midpoint of the expected range.

ages for projected residential development uses in the analysis are based on suburban-type densities. Should urban use areas accommodate urban settlement at greater densities, the acreage requirement would be reduced proportional to that density. Thus, for an urban use area, some options might be to adopt policies for the virtual exclusion of additional low-density development, redevelopment of existing underdeveloped areas, etc. The final decision regarding the ultimate selection of policy, of course, would depend on the total amount of growth to be accommodated within the urban area--an issue that is much more a local consideration. It must, however, be recognized that encouraging development outside the primary study area can have negative impacts which must be considered in the county-wide planning process. For example, development within the secondary study area would probably have the effect of increasing land values which could result in the displacement of existing agricultural uses.

Briefly, the economic evaluation dealt with land demand in regard to primary and secondary home development and the Tri-County economic base.

Projections of the demand for primary housing were made on the basis of Department of Finance population projections. Because residential developments are able to pay a wide range of land rent, homesites could occupy large areas at all types of locations. This includes sites of primary quality with abundant "resources" such as proximity to urban centers, good transportation networks, public services, sea views, and beach access as well as areas of marginal quality where resources are few and accessibility values are lower. As it relates to the displacement of existing uses, residential land has a minimum average value per acre considerably in excess of the levels of land value which many types of coastal recreation and agriculture could support.

Projections of the demand for second home development were made on the basis of a percentage of new households within a 200 mile market area with an annual household income in excess of \$20,000. Beyond the construction stage, residential developments generate few jobs directly. However, indirect growth effects may be considerable because each household generates a set of demands that leads to the construction of retail and service facilities which themselves demand land.

Regarding the Tri-County economic base, retail trade, hotels and motels, services, manufacturing, and agriculture account for about 75-80 percent of the total jobs and salaries in San Luis Obispo County and about 80-85 percent of the totals for Santa Cruz and Monterey Counties. By disaggregating the economy into these sub-components, it was possible to identify areas where the land supply is most critical.

Retail Trade - Retail trade was projected on the basis of current trends of taxable retail sales. (Population growth is not used since sales volume figures include sales to non-residents.) While retail trade is projected to require more land than any coastal use other than residential development, it must be recognized that retailing is not directly dependent on specific coastal resources. The success or failure of a retail establishment depends primarily on its accessibility and location in relation to travel patterns. To the extent that large residential developments are built away from existing urban areas, retail trade will locate in these outer areas as well.

Hotels and Motels - The demand for hotel and motel land is based on projections for jobs, income, and sales from the hotel/motel industry. Coastal amenities have become an increasingly valuable feature without which a hotel or motel might have to provide substitutes such as swimming pools or golf courses. In general, then, the hotel/motel industry's requirement for land will be relatively minimal while the opportunity cost of not being on the coast could be high. Hotel and motel development could, however, have an important economic repercussion locally because of the need for servicing such as food suppliers, restaurant and bar facilities, etc.

Services - Population growth coupled with increased tourism will serve to increase the demand for a whole range of services, thereby increasing land demand. The current $7\frac{1}{2}\%$ annual rate of growth of the service industry is projected to continue through 1980 and 1990. It is important to consider that the location of future service facilities will be in and around the existing population centers and near major traffic arteries. Many personal, business, and repair services will locate within small shopping centers and professional services will remain in and around existing cities. With the possible exception of some amusement facilities, the service sector is not directly dependent on coastal resources.

Manufacturing - Because of increased productivity within the manufacturing sector, a conservative rate of growth of $2\frac{1}{2}\%$ percent per year in jobs and taxable payroll is assumed. There is, however, the likelihood that much of the manufacturing activity within the Tri-Counties will locate near transportation corridors such as the Southern Pacific Railway and Highway 101, thereby diverting a portion of the manufacturing-generated land demand from the coast.

Agriculture - Under traditional market economics, agriculture represents a resource or a reserve of land yet to be developed. For the purpose of this review, it was assumed that the demand for such land will not increase and that the existing acreages represent the maximum future agricultural acreage. Although the validity of this assumption would depend on many factors - including the prevailing tax structure - it has been documented that the production of crops and cattle are becoming only marginally economic as land values begin to exceed a maximum value under which coastal zone crops can be cultivated economically.

III. POLICY PROGRAM

INTRODUCTION

The total policy program is composed of three separate and distinct elements: 1) development review policies which specify standards and criteria for coastal conservation and development; 2) region-wide recommendations for roadway, water, and sewer facilities which coordinate and complement review policies; and 3) implementation recommendations, including an administrative procedure which integrates local, regional, and State interests within the overall review process. In this Chapter, development review standards as well as the policies for highway, sewer, and water facilities will be discussed. Implementation and administrative procedures are detailed in Chapter IV.

The policy program is an outgrowth of broad coastal goals enunciated during the first year of the Tri-County study. These goals have been detailed and put into a format which allows them to be systematically applied to development or use proposals.

Three overall objectives were required of the policy program. In essence, they are a summation of the majority of the goals, the policies, and the attitudes that have been expressed in regard to the establishment of an overall and well-integrated system to guide coastal conservation and development. They are:

1. The policy program should have as its principal thrust the preservation and maintenance of open space values within the entire Tri-County primary study area.
2. Any activity or development, wherever it is proposed throughout the primary study area, must satisfy goals relating to the appropriateness of location, use, and intensity of development.
3. The policy program must satisfy environmental, fiscal, and administrative policies in a coordinated and practical manner.

In addition to these overall objectives, a series of auxiliary or secondary objectives were necessary to directly respond to the requirements established by other area-wide coastal policies. These objectives relate to the determination of priorities, responsibilities, expenditures, and use types to be encouraged by the policy program. They are:

1. Uses or activities which can only be accomplished within the coastal area should receive priority in competition for land with those uses which are not economically dependent on coastal resources.

2. Coastal land users must recognize the responsibility concurrent with the privilege of using coastal area resources, and the policy programs must specify the nature of that responsibility.
3. Variety in the uses and experiences available within the coastal area must be encouraged to provide efficiency of resource utilization as well as to assure a range of opportunities for users from wide economic and social backgrounds.
4. Public expenditures should be minimized not only by selective limitations on public services, but also by developing alternatives to public acquisition which could achieve similar open space goals.

The principal vehicle through which the policy program is conveyed is the analytical process which concentrates on three major issues: coastal dependency/public benefit, regional resource utilization, and local impact. Standards and criteria within the process are coordinated with the series of supporting policies which recommend a role for public investment in service facilities. These recommendations complement and reinforce the standards and criteria included in the review process and are an essential element in the overall policy program.

The policy program has been designed particularly with the open space use area in mind; the more difficult and more diverse problems were felt to be encountered here and thus a more comprehensive policy program could result. Further, it was important that conservation and development criteria for the entire Tri-County coastline be rooted in the same basic goals, and vary only in instances when it becomes necessary to recognize the legitimate distinctions between the purposes served by a coastal zone in an urban area and one in an undeveloped open space area. As a result, some of the same criteria developed for the open space use areas are also applied to the urban use areas.

In the section which follows, each element of the policy program is discussed in greater detail. The three major tests are first discussed in regard to the open space use areas, and then in regard to the urban use areas.

PROGRAM DESCRIPTION

MAJOR POLICIES

To effectively use and apply coastal policies in both planning and reviewing development within the primary coastal study area, a procedure is recommended by which a proposed use must undergo a series of "tests" to determine its conformity to expressed coastal policies.

TEST 1 COASTAL ACCEPTABILITY

TEST 2 REGIONAL RESOURCE USE

TEST 3 LOCAL IMPACT

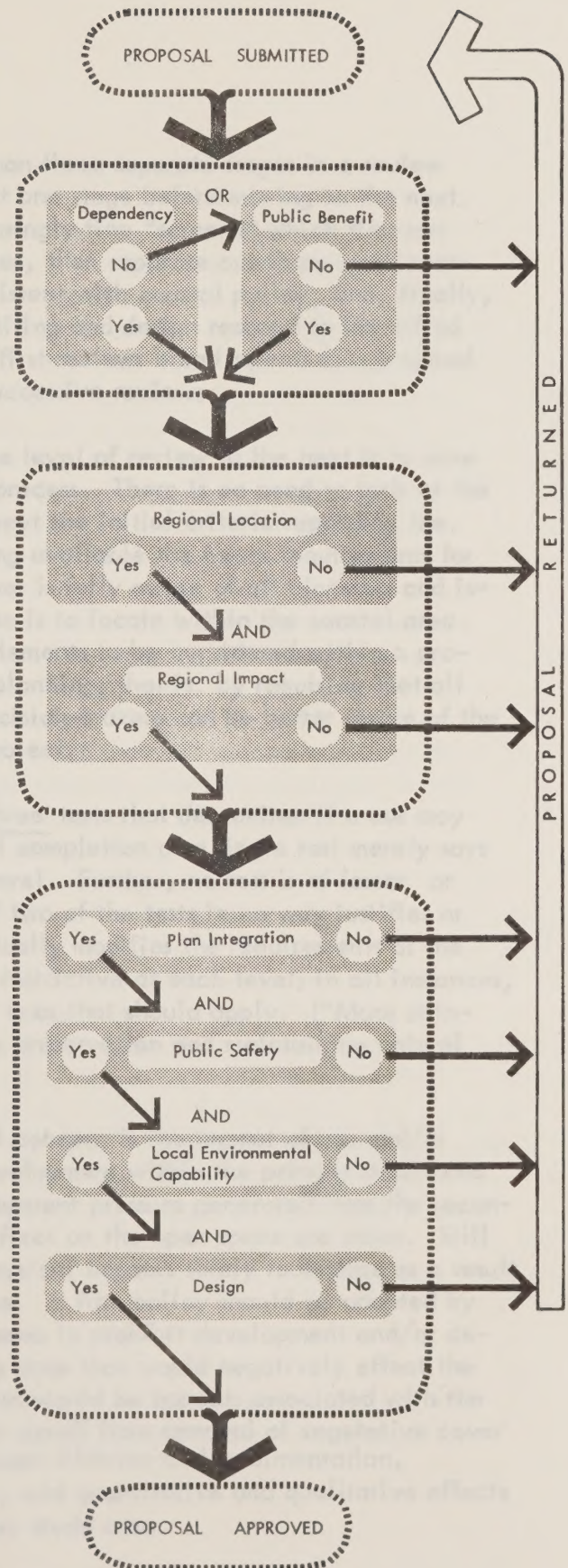


FIGURE 10
DEVELOPMENT REVIEW PROCESS
FOR OPEN SPACE USE AREAS

These three "tests" are, in reality, no more than three separate stages in a review process. A proposal must satisfy all criteria at one stage before moving to the next. The cumulative result, then, is a set of increasingly fine "screens" which first sort appropriate coastal uses from inappropriate ones, then separate out those uses locating in areas where such use is considered consistent with coastal policy, and, finally, selecting only those proposals in which local siting and design respond to identified policy and criteria. The policy program thus first reviews broad aspects of a proposal and then considers it in increasing detail in successive reviews.

The intent of this required progression from one level of review to the next is to save considerable time in the development review process. There is no need to look at the myriad aspects of any proposal if it does not meet the initial criteria regarding the appropriateness of a use. Moreover, by making available the exact requirements for satisfying each level of the review, a developer is fully aware of all elements and issues with which a proposal must comply if a use is to locate within the coastal area. This increase in the enumeration of required elements to be considered within a proposal ties decision-making more closely with planning; that is, by requiring that all relevant issues be considered and discussed, decision-makers can be better aware of the relative costs, benefits, and impacts of any project.

It must be emphasized that it is the result of three tests that determines if a use may locate within the coastal area. The successful completion of a single test merely says that a proposal satisfies requirements at that level. Further, no test is of lesser or greater significance than any other; passing of two of the tests in no way justifies or obligates the passing of a third. Each test actually modifies the requirements of the previous one. Thus conditions are made more restrictive at each level; in all instances, if local standards are more stringent, they are ones that should apply. ("More stringent" means more strongly favoring open space preservation and maintaining natural values and processes.)

Within the secondary study area, the principal concern is the impact of use and/or development on the primary study area. If development within the primary study area can be regulated as recommended, then development pressure generated from the secondary study area would not have a significant effect on the open space use areas. Still of concern, however, would be some of the physical impacts likely to emerge as a result of development within the secondary study area. A firm policy should be adopted by each jurisdiction within the Tri-County study area to prohibit development and/or development practices within the secondary study area that would negatively effect the quality of the coastal area. Of special concern would be impacts associated with the hydrologic regime, including increased surface runoff from removal of vegetative cover and surfacing with impervious materials, increased siltation and sedimentation, alteration in stream channels and rates of flow, and quantitative and qualitative effects on ground water basins that underlie the primary study area.

Application of Policies within Open Space Use Areas

The three levels of review begin with an appraisal of what is called "coastal acceptability", a test to determine just how appropriate a proposed use is on coastal area resources. In this test, the concern is not where a use or development might locate, but the more basic issue of whether that use should be allowed to occupy any coastal land at all. Dependent uses, i.e., those uses that rely most heavily on coastal resources, are first defined. The first test also goes further to specify how a use which may not actually require a coastal location in order to function might allowed to use coastal land. The "test" is one to see if the proposed use satisfies the explicit criteria. In effect, a trade-off results in which a user of coastal land agrees to satisfy certain conditions relative to the use of his land in exchange for approval to use and/or develop coastal land and/or waters.

The second test is somewhat more complex and relates to both the regional location and the regional impact of the proposed use. Initially, a proposed coastal use must satisfy requirements that have been established to determine if the location selected for the use is an appropriate one based on the resource value of the area. Both the rationale for and the substantiation of those requirements are included as part of the review process itself, inasmuch as the developer must show that his land does or does not include or encompass significant open space resources. The second part of the test specifies elements of a developer's or coastal user's responsibility in respecting and maintaining open space values within the coastal study area. Limits on the use of particular resources and the intensity of development are established.

The final test is concerned with the relation of the proposed use or development to the local environment. It is at this point that many of the more detailed local development policies, restrictions, and requirements are specified; indeed, this final test is also the least exhaustive of the three since it is most appropriate that local jurisdictions supplement specified recommendations. Within this final test, the intent has been to identify some of the major issues that are of mostly-local concern in regard to proposed development, and to suggest what criteria are important for use at that local scale to guide development in a manner compatible with area-wide coastal policies.

Test 1: Coastal Acceptability

The determination of whether or not a proposed use is appropriate for locating within the Tri-County coastal area is based on one of two acceptability factors: economic dependency or public benefit.

Economic Dependency

"Economic dependency" is a concept directly tied to the functional dependency of a use or activity on coastal area resources. In essence, it recognizes that some uses are so economically dependent on the water, climate, geology, marine life, etc., of the coastal area that they could not reasonably locate elsewhere. Therefore, it is important to insure that these uses receive priority in the competition for coastal land and, further, that coastal land be reserved and maintained for such directly dependent uses.

Uses which currently have direct economic dependency on the coastal area are mariculture and marine fisheries, marine and coastal-oriented recreation, artichoke production, and deep water ports. These uses are directly dependent in that they use a coastal resource which cannot be found outside the coastal area and which cannot reasonably be replicated. For example, fisheries cannot exist without the sea, and while ports can be located inland, the extra investment and operating costs of creating and maintaining a deep draught channel are enormous. It is very doubtful today whether a ship canal of the size and length serving Stockton and Sacramento could ever be economically viable if the real costs of amortization and maintenance were charged to users as a toll. Marine recreation also falls into the directly dependent category if it is assumed that marine recreation opportunities cannot be substituted by other types of recreation such as mountain or desert. Finally, artichoke production also falls into this category, since it requires conditions found only along the coast.

Thus, in order to satisfy the first acceptability factor to determine if a use is appropriate to the coastal area, it must be directly dependent on coastal area resources.

Public Benefit

While direct economic dependency is an extremely important criteria in the determination of appropriate coastal uses, it is also felt that provision should be made for those users willing to include a substantial public benefit as part of a coastal development.

The determination of what constitutes "substantial public benefit", however, must reflect the basic policy that has evolved in regard to coastal conservation and development. A major concern must be for the maintenance and preservation of open space values within the coastal area; equally important is the attitude that the coastal area, with its great public value, also has considerable private value and the availability of that private value should not be preempted. Therefore coastal planning must set guidelines for a range of development, and in this way, a trade-off can be effected: uses that are not directly dependent on coastal resources may locate within the coastal area so long as they demonstrate a willingness to actively participate in the achievement of area-wide coastal goals through the provision of substantial public benefit.

Substantial public benefit may be shown when a proposed use evidences any one of two conditions: open space as principal use or open space as auxiliary use.

Open Space as Principal Use. In those instances where open space uses are both the actual and apparent uses of coastal land, the public benefit criteria would be satisfied. The term "open space" here refers exclusively to the use of the open space values described in this report in a manner which maintains these natural values. In an extreme example, a large parking area does not qualify as "open space" even though there was no structural development. Thus, here are two principal use areas which are included within this class: 1) agriculture, grazing, and pasture uses; or 2) recreation uses on which ground alteration occurs on less than two percent of the gross developable area.

While the first of the use classes noted above is relatively self-explanatory, the second requires explication. Essentially, the concern here is with non-dependent recreation that occurs within the coastal area. Where there is frequently a direct and sometimes apparently indistinguishable relation between coastal and "upland" recreation, the two can be separated. Coastal recreation, i.e., recreational uses directly dependent on coastal area resources, would be considered under the dependency criteria. The three main categories of coastal dependent recreation uses are marine parks and beaches, marinas and boating, and recreational fishing. All other recreational uses are to be considered non-dependent and would be included within the second class noted above.

Recognizing that even uses which generally appear to satisfy coastal open space policies may, in fact, have a potential for degrading open space resources, some elementary criteria regarding land alteration have been made a part of the requirement for the determination of public benefit by a recreational use. A review of outdoor recreation space standards, especially as they relate to land areas utilized within regional and State parks in the provision of a range of uses (tent and trailer camping, picnicking, hiking, riding, etc.), suggests that a total area-to-developed area ratio may be established which can provide numerous and varied recreational opportunities while still maintaining the open space character of an area. The two percent figure is an expression of that relationship.

Two further concepts introduced within this category are used throughout the policy program. Both have a bias toward conserving the coastal area and erring in favor of natural processes and resources. As noted, ground alteration is restricted to a percent of the gross developable area. "Alteration" includes any change or modification of an area, regardless of whether it is covered with a structure, paved, or unpaved. The obvious purpose of this requirement is to maintain as much of the natural character of the coastal area as possible. "Gross developable area" refers to that portion of the total parcel which is developable; that is, the land area with a slope of 30 percent or less and areas free of conditions that would otherwise preclude development. Thus a 500-acre parcel which contained 25 acres with slopes in excess of 30 percent contains only 475 gross developable acres. This policy is based on the rationale that only land which is reasonable and feasible for development should be included in calculations to determine the permissible developable area. Land that is at or over 30 percent slope is essentially unbuildable; to use it in development calculations amounts to a development transfer which unreasonably increases the total of potentially developable area along the coast.

Open Space as an Auxiliary Use. As noted earlier in this report, and as substantiated by research conducted during the first stage of the Tri-County Coastline study, many of the competitors for coastal land are not open space users. In addition, these non-open space users receive a per acre economic return which far exceeds that generated by open space uses. In view of the considerably-increased return-per-acre and return-

over-investment possible with non-open space use, two types of criteria have been established which insure that open space preservation is an important permanent result of uses whose primary intent is not open space. The two types of criteria within this category deal with maximum ground alteration and requirements for the preservation of significant resources. It is important to note that in instances where open space is not the primary land use and occurs only as an auxiliary use, both of the following criteria must be satisfied.

1. Maximum ground alteration is based on the gross developable area within each parcel. In parcels where the gross developable area is a) from 0 to 49 acres, alterations may occur on 2500 square feet or one percent of the area, whichever is greater; b) from 50 to 199 acres, alteration may occur on a maximum of six percent of the land area; c) on 200 or more acres, alterations may occur on a maximum of ten percent of the land area; and,
2. Significant coastal resource areas must be preserved in permanent and/or public open space, particularly dominant landforms and landmarks, beaches, and such aquatic areas as marshes, mudflats, lagoons, estuaries, lakes, and bays.

Several purposes are served by setting limits on the amount of ground alteration permissible in coastal development. The initial purpose is to maintain the visual dominance of open space. Equally important, however, is the impact of these development area maximums in enforcing a development design that is concentrated rather than disbursed. Further, by virtue of the increase in alterable area as parcel size increases, large parcels rather than small ones are encouraged. Thus owners of relatively small land areas - while generally few within the Tri-County open space use areas - will have an incentive to aggregate rather than subdivide their property. In addition, division of large parcels will be discouraged, thereby preserving large open space areas which in effect, preserves open space land. Finally, the figures presented which define the maximum alterable area are based on reviews of existing and proposed residential/recreational coastal development. The figures are intended to allow a non-open space use to be feasible and, in the case of larger parcels, economically viable.

The second criteria defines the particular areas which are considered to be of significant public value along the coast. Many of these areas have been identified during the first stage of the Tri-County study, albeit at the regional scale. Because of their importance to the character of the coastal area, it is critical that they remain in open space use. These areas are, of course, included within that portion of the gross developable area that remains in open space.

Any additional requirements concerning public dedication of open space lands would have to be undertaken, researched, and applied on an individual project basis. Generally, it is felt that unique open space resources of significant public value should be publicly dedicated; in other instances, simply the provision of public access may

be appropriate. In no instance, however, is it meant to imply that in all cases some public physical use of auxiliary open space is required. In fact, contractual provisions that would permanently lease open space lands capable of supporting agriculture or grazing for those uses are to be encouraged. Thus the open space lands required of any use whose principal purpose is not open space need not be unproductive land; to the contrary, those lands should be used for purposes that further area-wide coastline policies. This overall approach is a means of insuring that those lands remain in productive open space uses while still providing the land owner sufficient economic return to avoid inverse condemnation.

It should be noted that situations will likely arise in which there may be some doubt as to whether open space is a principal or auxiliary use. The definition of open space as a principal use is intended to be explicit and clear cut; any use not specifically mentioned or directly implied is to be considered under the auxiliary use conditions. In certain cases where the use is of an open space nature - but not involving preservation of natural values - the jurisdiction should be flexible in the application of criteria. Thus a publicly-accessible golf course which is proposed for an area immediately adjacent to an urban use area may be permitted somewhat more land alteration than standards would normally allow.

Test 2: Regional Resource Utilization

This second test is concerned with regional open space resources and their appropriate use. The intent is to minimize the irretrievable commitment of these resources to either development or to uses which are not compatible with the nature of specific resources. Regardless of the economic dependency or public benefit evidenced by an applicant in the first test of coastal acceptability, it remains in the greater public interest to insure that specific uses will not degrade the quality of the regional open space resources which are considered critical elements of the coastal environment.

The test for regional resource use is directed to two basic and closely tied issues: the regional location of a use and the impact of a use on regional resources. The

test is a natural outgrowth of the first test in that the concern now is where, specifically, within the coastal area does a use intend to locate and what, specifically, are the consequences of that action.

Regional Location

To develop a perspective useful in reviewing the appropriateness of a specific location for a specific use, it is necessary to recall that basic coastal policy is not intended to exclude uses within the open space use areas but, instead, to make them compatible with existing natural resources. Those natural resources were carefully identified during the first year of the Tri-County study and were critical in the determination of the basic conservation and development areas - the open space use areas and the urban use areas. Those same resources - agriculture, grazing, habitat, recreation - as well as areas of hazard to public safety, evidence a varying degree of tolerance to uses other than those carefully coordinated with their resource value. For example, where they appear as single and not overlapping values, habitat areas are considerably more sensitive to use than, say, grazing areas. Thus the potential impact of a use becomes the starting point for determining exactly what use might be appropriate within a particular resource or hazard area. The more fragile, limited, or valuable the resource, the more severe must be the limitations on development. At the opposite end of the scale is the recognition that in some portions of the open space use areas where specific coastal values do not exist, it is possible to allow a potential for a more broad range of uses.

An underlying premise in the test for regional location concerns the ultimate implementation of both general and specific goals for the coastline. Some areas may be considered "secure" from encroachment by non-open space uses through existing and available police powers, specifically zoning. But zoning has not yet been shown to afford any measurable degree of protection for numerous coastal resources in California and, as a result, other means must be sought to achieve coastal goals. One of the most traditional and effective is through public acquisition. Yet this is perhaps the most difficult because of lack of funds, controversy over priorities and, frequently, loss of the resource to other uses by the time money becomes available. In addition, there is the once more traditional problem associated with acquisition in that land and improvements are eliminated from tax rolls, thereby further increasing the cost of the acquired land or water area. Thus another approach must be sought which provides many of the benefits of acquisition, yet avoids its attendant problems.

The assumption adopted in the development of this policy program, as indicated earlier, is one which assumes that it is possible to carefully fit development into the open space use areas while protecting and maintaining the basic integrity of the area. The test for regional resource use is really the first attempt to geographically identify locations where a use might be compatible with coastal resources. It constitutes what is actually

the first, and probably the most critical, step in the policy program: the fitting of a use to a location which makes feasible the preservation of coastal open space without public acquisition.

In the course of determining open space resources, the following have been locationally identified along the Tri-County coastline: high value agricultural, grazing, recreation, and habitat areas, and areas where there exists a hazard to structural development. These five elements, either singly or as overlaps on one another, are spread over almost the entire coastal study area. In some areas, however, none of the elements appeared at the scale at which mapping was undertaken and, thus, a sixth "type" of area subsequently emerges where no open space value was identified. This area of "no identified value" has also been included in the analysis to fit use and/or development into the total of six types of areas identified.

As a result of the work accomplished for COAP, major uses were identified as those most likely to compete for coastal area land. Four of these land and/or water users have already been mentioned, inasmuch as they are the directly dependent coastal uses: ports, marine fisheries, marine and coastal-oriented outdoor recreation, and artichoke production. Other uses which appear to seek a coastal location include a wide variety of agricultural uses (particularly cauliflower, brussel sprouts, and broccoli), the cut flower industry, resort and lodging facilities, power generation facilities, oil and other mineral extraction activities, oil refining, residential development and, finally, a range of uses which are not at all dependent on coastal zone resources but are attracted to the area because of supplier, market, transportation, or other locational advantages. Typical of this last category are freeways, most military uses, industrial plants, and service facilities such as gas stations, restaurants, retailing operations, office buildings, etc.

Table 3, "Recommended Regional Coastline Resource Uses", is an indication of those uses considered to be appropriate within the specifically identified coastal resource areas. These allowable uses reflect the attitude that agricultural and habitat areas have the least tolerance to intensive use and/or development, and that hazard areas should be kept free of structural development. In addition, it is felt that multiple use of resources should be encouraged. In instances where these resources overlap, the most restrictive conditions should apply. For example, while ports may occur in recreational areas, they may not locate where a recreational area overlaps with a habitat area. Also, agricultural uses could occur in most of the resource areas.

It is clear, however, that while some uses of particular resources will probably be compatible in all cases, in some instances the compatibility will depend on the exact nature of the proposed use and on the quality and type of the resource itself. Thus two types of indicators are used in the Table to identify the likely compatibility of a use to a resource: the first indicates uses that will frequently be compatible, e.g., marine and coastal recreation in recreational and hazard areas, and the second indicates uses which may sometimes be compatible in a multiple use situation, e.g., marine and coastal recreation in habitat areas.

TABLE 3: RECOMMENDED REGIONAL COASTLINE RESOURCE USES

This matrix indicates uses that are considered compatible with coastal area resources. An "X" signifies that a particular use is generally compatible with the type of coastal resource area indicated; an "M" refers to multiple-use possibilities which may exist, depending on the exact nature of the proposed use and the quality and type of the resource.

Type of Use	<u>Compatible Resource Areas</u>					No Identified Value
	Agriculture	Grazing	Recreation	Habitat	Hazard	
Ports		X	X			X
Commercial Fishing			X	X	X	X
Fishery Associated Activities			M			X
Marine/Outdoor Recreation	M	X	X	M	X	X
Agriculture	X	X	M	M	X	X
Hotels/Lodging		X	X			X
Power						X
Mineral Extraction/ Mining						X
Oil Refining						X
Residential		X	X			X
Grazing		X	X	M	X	X
Other Uses			M			X

The first part, then, of this regional resource use test is to insure that an activity or development has selected a site where resources can tolerate the proposed use. It is incumbent on the proposed land users to demonstrate that the site selected and the use proposed are in conformance with the guidelines established by Table 3. A map has been prepared at a scale of one inch equals one mile which locationally identifies these regional resources; a considerably reduced version of it appears as Figure 11. "Coastal Resource Areas". The map identifies resources only and does not actually portray existing uses other than by indicating lands which are in public ownership and therefore not susceptible to development, and by showing urban use areas.

Considerably more work, however, must be done at the local level to insure that the locational designations of resource areas are accurate representations of existing conditions. The problems inherent in mapping at a small scale and applying that data to a considerably larger scale can be overcome only on a case by case basis as a result of detailed site investigation. Therefore, it would not be at all unlikely to find some significant resource values within the "No Identified Value" areas and, conversely, an absence of value in some areas shown to include high open space value. Each case must be separately investigated and decisions as to appropriate use referred to Table 3.

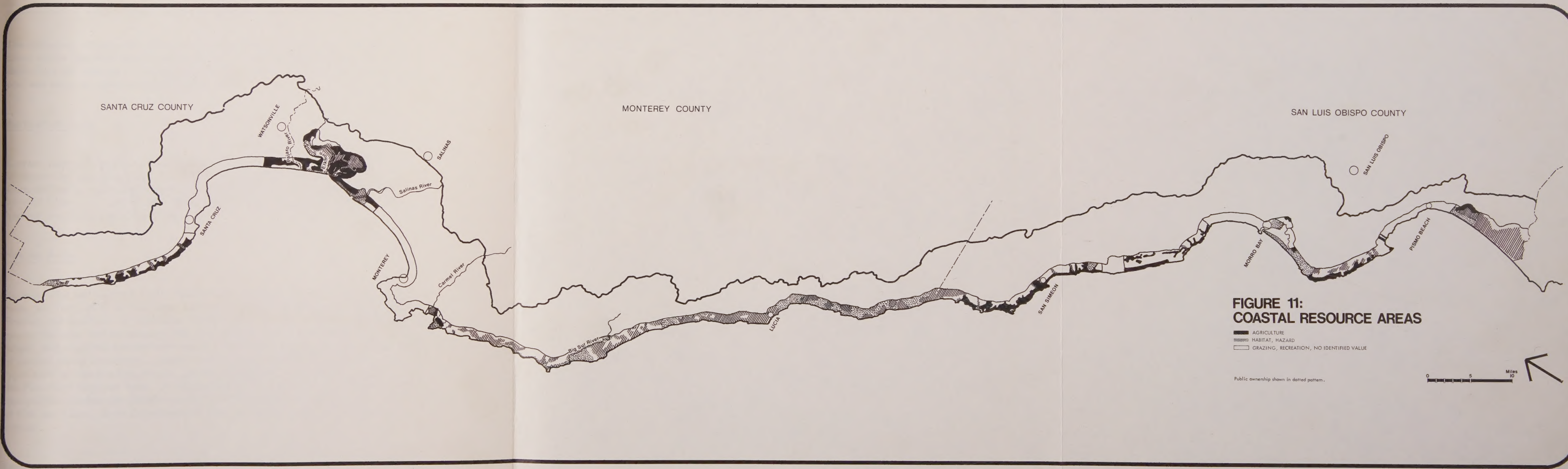
Regional Resource Impact

While the test for regional location determined on a theoretical and preliminary basis, if a particular use was appropriate to a particular resource, it is in this second test of regional resource use that the detailed analysis is accomplished. Operationally, the test for regional resource impact would be undertaken as part of the determination of compatible regional location.

Ultimately, regardless of the dependency or public benefit provided by a particular use, it is in the greater public interest to insure that the actual use of a resource complies with policies of coastal conservation. The "trade-off" that has been mentioned is in no way to be interpreted as an abdication of interest in that portion of the coastal area "exchanged" for the provision of public benefit. Of on-going concern throughout the entire open space use area is that there is a level beyond which any use can degrade resources and that all uses must conform to the policy of minimizing growth-inducing effects within the open space use areas.

Inasmuch, as any fair and reasonable criteria must relate to the specific use on specific parcels of land, regional criteria must provide guidelines to protect regional resources. Because such criteria would alter within different situations, it becomes necessary to establish special policy guidelines which can be applied in all situations.

It is strongly felt that coastal land users must recognize the responsibilities accruing them along with the privilege granted them to utilize a limited and fragile resource. These responsibilities are seen as long term and remain with the developer.



**FIGURE 11:
COASTAL RESOURCE AREAS**

- AGRICULTURE
- ▨ HABITAT, HAZARD
- GRAZING, RECREATION, NO IDENTIFIED VALUE

Public ownership shown in dotted pattern.

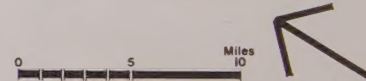


TABLE 4: CRITERIA FOR DETERMINATION OF COASTAL RESOURCE AREAS

The following criteria were the basis for identification of open space resource areas within the Tri-County primary study area. Generally, the locational definition was undertaken during Stage I of the study, at the regional scale and was based on data available in 1971-1972.

Agriculture Areas

Current vegetable and fruit crop production areas and high value soils capable of supporting agriculture were identified. Areas of current crop production were defined by agricultural personnel within each County; Soil Conservation Service Class I, II, and III soils were identified in areas where development had not precluded agricultural use.

Habitat Areas

An intertidal and subtidal marine habitat unit inventory identified abalone and clam beds, sea lion, seal, and sea otter habitats, sea bird rookeries, tidepools, and salt marshes and mudflats. A freshwater habitat unit inventory identified lakes, impoundments, lagoons, and anadromous fish spawning streams. A coastal onshore, upland range, and woodland habitat unit inventory included riparian habitat, coastal dune or coastal strand community, coastal forest and other woodland types, and the mixed types such as woodland-sagebrush, woodland-chaparral woodland-grassland, and the Pine-Fir-Chaparral type. Principal data sources were U.S. Geological Survey topographic quadrangles (2000' scale), COAP Land Use maps, State Department of Fish and Game, State Department of Parks and Recreation, Hopkins Marine Station.

Recreation Areas

Existing and proposed recreational resources were inventoried including parks, beaches, major campgrounds, historic areas, important waterways, scenic highways, and significant landscape and water areas. Principal sources of information included State Department of Parks and Recreation, State Protected Waterways Program, State Department of Fish and Game, State Scenic Highway Advisory Committee, COAP, County general plans.

Grazing Areas

Areas currently in use or reserved for grazing or pasture were spatially defined by the Santa Cruz, Monterey, and San Luis Obispo County Planning Departments.

Hazard Areas

Hazards to structural development was based on an inventory and analysis of factors relating to seismic, landslide, flood, and tsunami hazards as well as cliff retreat and steepness of slope. Based on the nature of a hazard factor or the simultaneous overlap of such factors, a ranking of slight, moderate, major, and severe limitations was devised. Areas of severe limitation are the only such areas where development is categorically prohibited. Due to the scale of mapping and limitations of current geologic information, there may well be areas of severe hazard within areas designated with only "slight" limitations. It is therefore critical that local site-specific investigations be conducted to identify hazards. Severe hazard areas were identified in areas of:

1. Fault traces with historic and quaternary displacement.
2. Flood plain zones where studies or data reflected flooding activity.
3. Tsunami hazard areas including low coastal areas and public beaches, areas of potential wave damage to shore, harbor facilities and boats, areas of potential swift current damage to boats and harbor facilities, and areas of potential danger if tide and tsunami are in phase.
4. Cliff retreat areas where displacement could threaten structural development.
5. Landslide areas which, on the basis of precipitation, geologic units, and rock types showed considerable landslide potential, namely areas showing abundant landslides, areas of considerable landslide potential with slopes over 30%, areas of Franciscan formation rocks with slopes over 30%, and all areas with slopes greater than 50%.

Sources for hazard area data included background reports to the State Urban Geology Master Plan, geologic maps of California, U.S.G.S. topographic maps and the Corps of Engineers.

TABLE 5 : OPEN SPACE RESOURCE ACREAGES BY SUBAREAS

This Table contains estimates of the number of acres within each of the identified resource areas. It represents several stages in the data collection and analysis process. Initially, identified resource areas were mapped at a scale of one inch to one mile, at which time areas of public ownership were superimposed. Acreages were then calculated for each of the resources by subareas.

SUBAREAS	RESOURCE AREAS IN ACRES					
	Habitat	Hazard to Development	Agriculture	Grazing	Recreation	No Identified Value
Santa Cruz County North Coast						
Private Ownership	1,190	740	3,340	870	950	3,150
Public Ownership	10	250	30	0	220	550
Central Monterey Bay						
Santa Cruz County Portion						
Private Ownership	300	0	1,760	0	50	140
Public Ownership	0	0	20	0	50	170
Monterey County Portion						
Private Ownership	8,020	540	9,450	1,130	1,220	790
Public Ownership	690	0	100	0	30	0

RESOURCE AREAS IN ACRES

SUBAREAS	Habitat	Hazard to Development	Agriculture	Grazing	Recreation	No Identified Value
Big Sur/Piedras Blancas Area						
Monterey County Portion						
Private Ownership	3,420	15,220	250	2,450	5,700	3,360
Public Ownership	1,910	11,000	0	0	3,060	10
San Luis Obispo County Portion						
Private Ownership	980	1,520	6,080	5,790	50	370
Public Ownership	80	0	110	20	0	240
Point Estero Area						
Private Ownership	220	380	2,320	6,890	0	480
Public Ownership	0	0	0	0	0	0
Montana De Oro Area						
Private Ownership	990	1,090	1,680	3,680	1,840	70
Public Ownership	1,850	130	500	50	1,380	0
Nipomo Dunes Area						
Private Ownership	11,300	0	750	2,080	210	160
Public Ownership	1,100	0	0	0	0	0

To deal systematically with the myriad issues which must be considered in regard to the regional effect of a use or development within the open space use areas, three concerns are isolated and separately considered: regional land use impact, regional growth, and public access.

1. The decision-making policy in regard to regional land use impact must be based on the position that all uses or activities occurring within the coastal area must demonstrate that impact on the natural environment will be either positive or insignificant. The only instance in which a negative impact should be tolerated is in those cases when urgent and overriding public need can be clearly demonstrated. The enumeration of particular issues to be considered in a justification of proposed uses or activities has, in part, already been initiated by requirements of the California Environmental Quality Act of 1970 and the California Coastal Zone Conservation Act passed in 1972. The recommendations within this section are intended to supplement requirements of that legislation.

The two basic issues of concern with regard to regional land use impact are the impact itself and the responsibility for that impact. Therefore, the following are recommended:

a. Private responsibility for unforeseen negative impacts from or associated with coastal land uses are to be on-going. For a period of ten years following initiation of a use, a developer must bear full financial responsibility for any significant negative impact for which it can be shown that the use was a principal contributor. A revolving bonding procedure may be an appropriate method to achieve assurances of this responsibility.

b. Prior to the commencement of any use, development, activity, alteration, or augmentation of an existing use or development within the coastal area for which a permit is now required from any public agency or level of government, a report must be filed which enumerates changes and positive and negative impacts on water quality, air quality, landform, soils, vegetation, marine life, and wildlife. For uses and activities normally excluded under provisions of the Coastal Initiative as being too minor for consideration, only a brief statement of change or alteration is required. For larger projects, as defined either by the operational guidelines established under the Coastal Initiative or other local guidelines, a full environmental impact report must be prepared.

2. The decision-making policy in regard to regional growth must be based on the position that no use, activity, or development should be allowed within the open space use area that would act as a growth magnet and thereby subvert regional growth policies. Therefore, the following are recommended:

a. The Supporting Policies which deal with the control of water and sewer servicing and the provisions and upgrading of the coastal roadway network must be aggressively pursued. The series of specific servicing and coastal access policies recommended later in this chapter are elementary to the mitigation of growth throughout the open space use areas,

and they must be rigorously applied in instances of both public and private development proposals.

b. Developers of coastal land must bear full financial responsibility for direct and indirect costs necessitated and incurred by development, including sewer and water networks and associated facilities. As detailed in the Supporting Policies, the design of the sewer and water service system must be based on the use/capacity as stated and approved within the development plan, with construction of such systems based directly on that capacity. No overbuilding or overdesign which would allow additional growth beyond the specified capacity should be permitted.

c. To insure that development remains both at a level commensurate with maintenance of open space values and still complementary to area-wide coastal policies, maximum unit densities should be applied to all development within the open space use areas. If locally-applied density maximums are more limiting than those of Table 6, then the former shall apply. That is, the regulation which most reduces the number of allowable units is applicable. Specified unit densities are themselves based on broad reviews of scattered residential uses which appeared well-integrated and subordinated to rural settings as well as on a series of reviews conducted of the locational application of existing zoning which considered both zoning policy aims, the likely impacts attendant current zoning, and the relation of these factors to proposed coastal policy. The figures in Table 6 constitute recommendations for minimum standards to be applied the open space use areas. As defined in Table 6, "Maximum Development Densities in Open Space Use Areas", the permissible maximum density is based on the gross developable area. In a policy which parallels the earlier one of encouraging large parcels rather than small ones, permissible unit densities increase in direct proportion to the size of the gross developable area of the parcel. Table 7 provides an example of the application of Table 6.

3. The decision-making policy in regard to public access must be based on the position that the provision of access, both physical and visual, is a part of the public responsibility assumed by private coastal development. Overall, it is felt that both private and public development within the coastal area must provide reasonable and appropriate public access from State or local roads or highways to State tidelands, unless conditions such as fragile habitat or hazard areas dictate otherwise. Public recreation access to the shoreline should be provided to the maximum extent possible. Accessways should be so located and controlled as to prevent concentrations of use pressures that would degrade the environmental qualities of the coastal area, create unreasonably high operating costs or create substantial threats of trespass on adjacent lands. Therefore, the following are recommended:

a. No structures should be permitted to dominate any view within the open space use area as seen from the major longitudinal coastal highway or from the shoreline.

b. No structural development should be permitted on any coastal beach other than structures whose principal purpose is incidental to a coastal recreational use.

c. All structures within the open space use area should be subordinated to the natural setting.

TABLE 6: MAXIMUM DEVELOPMENT DENSITIES IN OPEN SPACE USE AREAS

Gross Developable Area	Maximum Alterable Area	Maximum Density based on Gross Developable Area*
1 - 49 acres	1% or 2500 square feet whichever is greater	8 acres/unit (.125units/ac)
50- 199 acres	6%	4 acres/unit (.25 units/ac)
200 + acres	10%	2 acres/unit (.5 units/ac)

In density calculations, a fraction of ".8" or above must be reached to allow for an additional unit, i.e., 5.5 permissible units would mean that only 5 units could be constructed on a site, whereas a calculation of 5.8 would allow 6 units to be constructed.

Note: If local regulations are more stringent, they are the ones that shall apply.

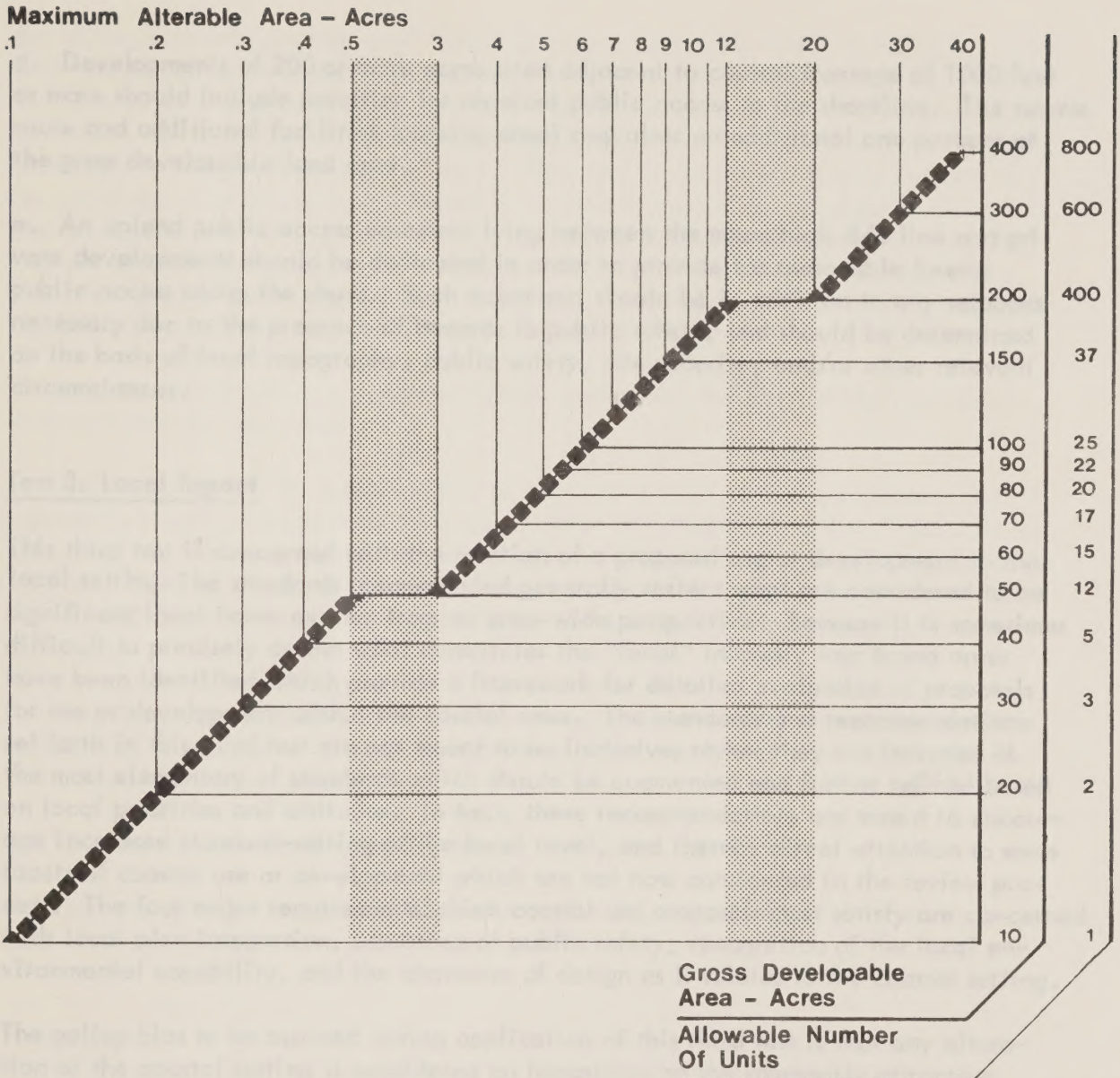


TABLE 7 : APPLICATION OF DEVELOPMENT DENSITIES

To determine permissible amount of alteration and number of units, first locate the Gross Developable Area. To the right of this acreage figure is the allowable number of units. To the left of the acreage figure, at the point where the horizontal, vertical, and diagonal lines meet, follow the vertical line to the top of the page. The acreage figure indicated there is the maximum alterable area.

d. Developments of 200 or more acres sited adjacent to coastal frontage of 1000 feet or more should include provision for physical public access to the shoreline. The access route and additional facilities (parking area) may alter an additional one percent of the gross developable land area.

e. An upland public access easement lying between the mean high tide line and private developments should be dedicated in order to provide for reasonable lateral public access along the shore. Such easements should be in addition to any setbacks necessary due to the presence of hazards to public safety, and should be determined on the basis of local topography, public safety, site security, and/or other relevant circumstances.

Test 3: Local Impact

This third test is concerned with the relation of a proposed use or development to the local setting. The standards recommended generally reflect what are considered to be significant local issues as seen from an area-wide perspective. Because it is sometimes difficult to precisely define what constitutes the "local" interest, four broad areas have been identified which provide a framework for detailed evaluation of proposals for use or development within the coastal area. The standards and recommendations set forth in this third test are not meant to be inclusive; rather they are intended as the most elementary of standards which should be augmented and further refined based on local priorities and attitudes. In fact, these recommendations are meant to encourage increased standard-setting at the local level, and thereby direct attention to some facets of coastal use or development which are not now considered in the review process. The four major requirements which coastal use proposals must satisfy are concerned with local plan integration, assurance of public safety, recognition of the local environmental capability, and the character of design as it relates to the coastal setting.

The policy bias to be assumed during application of this third test is that any alteration of the coastal setting is considered an imposition on the inherently attractive natural setting, and that such alteration brings about the potential for impacts which can denigrate both the perceived and the actual quality and amenity of the coastal area.

Plan Integration

In many ways, issues at the local level are a microcosm of issues at the regional level. Thus, while there is a regional concern for the appropriateness of a use within a particular area, there is also the same concern at the more detailed and specific local level. Similarly, the presumptive base of coastal planning is that there is a means to coherently and wisely plan conservation and development of the coastline.

But to begin to achieve that goal, there is a need especially at the local level, to insure adherence to the local plans that have been formulated to preserve and maintain the natural resources, processes, and character of the coastal area. Where conflicts between local and regional plans exist, the jurisdiction must look closely at its plans to determine the precise nature of the conflict and to insure the current validity of the position. The following are intended to coordinate the several aspects crucial to the local coastal planning effort. They are recommended as guidelines for insuring that a proposal is complementary to and coordinated with regional coastal policies. Thus, to insure proper integration of a proposed use or development within existing local plans and policies, it must be demonstrated:

1. That the proposal is recommended for an area which the jurisdiction's general plan indicates for such use;
2. That the proposal is complementary to existing or proposed adjacent uses, and especially avoids residential developments either a) adjacent to areas of agricultural use where pesticides or herbicides would adversely affect human settlement, or where such development, because of its proximity to agricultural areas would prevent the use of spray chemical techniques; or b) adjacent to and/or visible from open space use areas;
3. That the proposal does not constitute premature development and that it does not recommend development in locations which would act to hasten other development within open space use areas;
4. That the population or group being served satisfies local plan policies; and
5. That multiple use has been made an integral part of the proposal, except in those circumstances when it can be clearly shown to be infeasible.

Public Safety

The issue of public safety is felt to be particularly important in view of the numerous elements which interplay with the Tri-County coastal area to constitute hazards to structural development. While some of the most severe and obvious of these conditions may be effectively treated by regulation which prohibits development, some of the potential but less obvious and imminent hazardous conditions cannot be so thoroughly dealt with. For example, cliff retreat - the erosion of coastal cliffs - is and, more importantly, can constitute a potentially severe hazard to development. Yet those areas immediately behind coastal cliffs are often level and appear totally "buildable", unlike the obvious hazard that might be associated with areas of steep slope. Therefore, construction might well occur in an area not presently threatened, but where the potential for hazard is strong. It must also be said, however, that the problems associated with forecasting are legion and the problems of precision, enormous. Not-

withstanding these difficulties, there remain a series of precautions that are urgently required at the local level which would be beneficial to the public, generally, and to coastal land-owners and land-users specifically. It is felt that many problems of coastal safety arise simply because of inadequate site investigation. While required environmental impact reports will increase the type of issues to be considered in a number of proposed developments, additional requirements must be imposed to insure that there is full public disclosure of existing geotechnical conditions and hazards. While awareness of potentially-hazardous conditions may not in all cases eliminate the incidence of construction within such areas, that awareness will no doubt be used to insure that the construction will include technical precautions to sustain potential hazards insofar as possible. Even more important, a coastal land-owner or land-use should have the right of knowledge of potentially hazardous conditions. Thus, to insure that the public interest is satisfied in regard to the structural precautions taken in response to hazards and to the public awareness of actual and/or potential hazards, a proposal for coastal use and/or development must:

1. Describe the types of physical hazards associated with the site, with particular reference to the area on which development is to occur, including a discussion of hazards not considered sufficiently severe to preclude all structural development;
2. Identify structural and other precautions taken in response to both actual and potential hazards; and
3. Identify how users of a development/area will be made aware of such potential hazards and their possible impacts.

Local Environmental Capability

Much in the same manner as the second test considered regional location and regional resource impact, these same issues must be reviewed in considerably more detail at the local level to ascertain the ability of the natural environment to tolerate a proposed use. While many of the issues to be investigated herein have, in part, been considered during the second test, one of the substantive differences is the requirement for a highly detailed description of alterations planned and for justification of the use of a particular site. The latter is particularly important in that it will act to insure that a proposed use has considered a series of options in regard to development and that, if the particular site proposed should be found unacceptable by the reviewing agency, the option for alternative sites both within and outside the parcel are explicit. Thus, to insure that the local environment has been carefully considered in the detailing of the proposed plan and has been adequately evaluated in regard to the local environmental capability, a proposal for a coastal use and/or development must:

1. Describe in detail any alteration of 1500 square feet or more of any land area or vegetative cover, specifying a) the values associated with the existing vegetation, such as habitat and erosion prevention; b) the pre- and post-alteration conditions; c) the net effect of the alteration; d) the manner in which natural values have been protected during and subsequent to alteration;
2. Describe in detail the manner in which the proposed use relates to the specific natural environment of the area to be used, including a) the rationale for the determination of areas to be altered relative to the natural character and significance of the site; b) the ability of the area to withstand the impacts of the use proposed, i.e., the characteristics of the site which make it sufficiently stable to tolerate uses recommended.

Design

The concern for the visual appearance of the coast has played a major role in the formulation of numerous area-wide coastal policies and has been the starting point for a series of other policies intimately but less obviously related to the "look" of the Tri-County coastline. Visual appearance is probably the single-most important element in the public perception and appreciation of the coastal area and, in response to this, a variety of policies have been included within the overall policy program which are intended to guide the ultimate visual character of the coast. Policies to insure sweeping and unobstructed coastal visual experiences and policies to maintain broad areas of exclusively open space use have been carefully knit into the plan. However, while it is possible to set area-wide guidelines dealing with maintenance of coastal character, it is at the local level that it becomes critical to insure that use and/or development carries through the emphasis on a natural and often primitive setting. Thus, to insure that the design of any use or development within the coastal area is both subordinant and complementary to the natural setting, at least the following standards must be satisfied:

1. All structures and parking areas are to be located and sited so that they are virtually unnoticeable from the principal coastal highway and from the shoreline;
2. Only materials and textures should be used which blend with the natural environment, including the use of building and roof colors appropriate to the setting;
3. Any extension of overhead wires or lines is to be avoided;
4. Revegetation and relandscaping, appropriate to the area, must be made a condition applying to all instances of alteration of natural cover or landform.

Application of Policies within Urban Use Areas

The policy program, as developed for the open space use area, must be altered in its application to the urban use area based on two significant differences between the areas: first, a considerable portion of most of the urban use areas have already experienced development and, second, it is intended that development should concentrate within the urban use areas.

It is useful to reflect for a moment on the nature of the entire urban use areas. In almost all cases, they represent a portion of what is a considerably larger urban agglomeration; the urban use areas are merely the coastal portions of those urban centers. Frequently, major portions of the urban use areas have been developed and the totality of the remaining coastal "open space" is found only in a slender tread of beach that winds along the shore. Fortunately, there are major exceptions to this and large open space areas are still found along the urban shore.

As the coastal segment of large urban developments, the urban use areas are of special interest at both a local and regional level. Locally, the coast and its resources supply direct economic and social support through fishing, port, and recreational uses. The urban waterfront is also a regional resource in that it provides opportunities for special types of use not possible in the sparsely-populated open coastal areas: dense concentrations of water-oriented commercial and recreational uses and facilities that can act to enhance the enjoyment and appreciation of the urban coastal setting.

While the urban waterfront experience is usually totally different from the open space coastal experience, many of the same problems are shared: blocked views, severe limitations on public access, juxtaposition of incompatible uses, and degradation and exploitation of coastal resources.

In this study, policies were initially developed and uniformly applied throughout the entire open space use areas. However, within the urban areas the existing level of development and population concentration makes it necessary to be more precise in the application of policies. It would be unrealistic to apply the recommended open space and conservation policies to areas that are already developed; in an urban environment such recommendations are meaningless. Therefore, it is useful to subdivide the urban use areas into three zones: Immediate Shoreline, Urban Coastal, and Upland.

By separating the urban use areas into Immediate, Urban Coastal, and Upland zones, it is possible to deal separately with the principal issues within each zone. The Immediate Shoreline zone, essentially a narrow band of land adjacent to the shore, is of critical importance inasmuch as it is intensively and regularly used both by local and regional populations. Because of the limited quantity of the resource, its diminution through urban encroachment, and the great recreational demands that are constantly being placed on it, the Immediate Shoreline zone must be protected and pre-

served with policy standards that are uncompromising in their stringency. Similarly, the Urban Coastal zone, a ribbon of commercial and commercial-recreational uses abutting the Immediate Shoreline, is both economically and socially important at a local and area-wide level. Within this zone, activities and developments should relate to the opportunities provided by the coastal environment and should reflect a public coastal orientation in use, design, and scale. The Upland zone is not actually considered inasmuch as it is the residual area that remains within the urban use areas. It generally has been developed and its significance is comparable to the secondary study area - only the impact of use and development within this area on the coastal area is of relevance.

The remaining portion of this discussion is an explication of two points: first, the enumeration of criteria on which to base determination of the Immediate and Urban-Coastal zones, and, second, policies which guide use and development within these zones.

Zone Identification Criteria

It would be most simple to establish an arbitrary line inland from the coast and then deem the area enclosed by the line as "immediate" shoreline. While administratively easy to apply, such an exercise would fail to respond to the natural character as well as the extent and special qualities that comprise the urban shoreline. After consideration of numerous alternatives, the most meaningful and useful approach appears to be one based principally on the limit of urban development nearest the coast. This Immediate Shoreline zone is thereby defined by the series of natural and manmade elements of the landscape which constitute the seaward procession of inland uses. Specifically, to delimit the Immediate Shoreline zone, it is recommended:

1. Initially, a line must be described 1000 yards inland from mean high tide, within the urban use areas. The area thus enclosed, the same as that included within the Coastal Conservation Act "permit area", is to be the maximum inland extent of the Immediate Shoreline. This area is then to be altered in the following manner:

- a. When a two-lane primary highway occurs within the 1000-yard area and roughly parallels the shore, the line describing the Immediate Shoreline zone is considered to be the highway itself;

- b. When a continuous series of permanent structures occupy land seaward of the 1000-yard line or the highway line, then those structures constitute the boundary of the Immediate Shoreline zone. This "development line" is specifically not meant to include structures that appear in an isolated fashion seaward of the 1000-yard or coastal highway line, or structures or facilities that protrude onto coastal beach areas and which appear as virtual islands or peninsulas surrounded by sand.

c. In the rather special case of existing piers, the line is drawn at the point at which the pier joins the longitudinal coastal highway; the ground beneath the pier falls within the Immediate Shoreline zone and the pier facility is included within the Urban Coastal zone, so long as the pier is in predominantly recreational use.

2. The line which now defines the Immediate Shoreline area has been based on the presence of development and the manner in which it has delimited the coastal area. The line is now extended inland within the 1000-yard area or to the extent of tidal action, whichever is greater, to include coastal resources areas such as dominant land forms and landmarks, beaches, and aquatic areas as marshes, mudflats lagoons, estuaries, lakes and bays. Further, this line should also include a setback from the resource which is considered the necessary distance required for both actual and visual preservation of the resource.

The entire area that falls seaward of the line thus described constitutes the Immediate Shoreline zone.

The Urban Coastal zone is defined in relation to the Immediate Shoreline zone. The Coastal Urban zone is created inland from the Immediate Shoreline for a distance of 300 feet. Within this zone, minimum policy standards are to be established to insure that use and development within the zone is particularly responsive to the coastal location. In this instance, the intent is to isolate the ribbon of development that is normally attracted to the urban coastal setting, and to recommend standards that will insure a harmonious urban-coastal interface. Generally, it is assumed that the Urban Coastal zone will be at least an area consisting of a primary or local roadway and the land on either side of that roadway.

Policy Standards

Use of the Immediate Shoreline zone is to be highly restricted. It is recommended that direct dependency or substantial public benefit be required for uses within this zone. Inasmuch as agricultural use of the area is effectively preempted, only three dependent uses will occur within the zone - recreation, ports, and fishery-associated activities. The underlying policy on which decisions regarding use and/or development of the Immediate Shoreline zone must be based is that the urban shoreline is in such limited quantity and of such high value that uses which are wholly dependent on the resource must be given priority to locate within the area.

For non-dependent uses, the following public benefit criteria should be applied:

1. In all cases, uses shall provide for the preservation of significant coastal resource areas in permanent and/or publicly-accessible open space, conforming in all instances with the environmental impact concerns expressed in the policy program. Significant coastal resources include dominant landforms and landmarks, beaches, and important marine and aquatic areas such as marshes, mudflats, lagoons, estuaries, lakes and bays.
2. For parcels of less than 10 acres, not more than one percent or 2,500 square feet, whichever is greater, landscape alteration of the gross developable area is to be permitted.
3. For parcels of 10 acres or more but less than 50 acres, not more than three percent landscape alteration of the gross developable area is to be permitted.
4. For parcels of 50 acres or more but less than 200 acres, not more than seven percent landscape alteration of the gross developable area is to be permitted.
5. For parcels of 200 acres or more, not more than 10 percent landscape alteration is to be permitted.

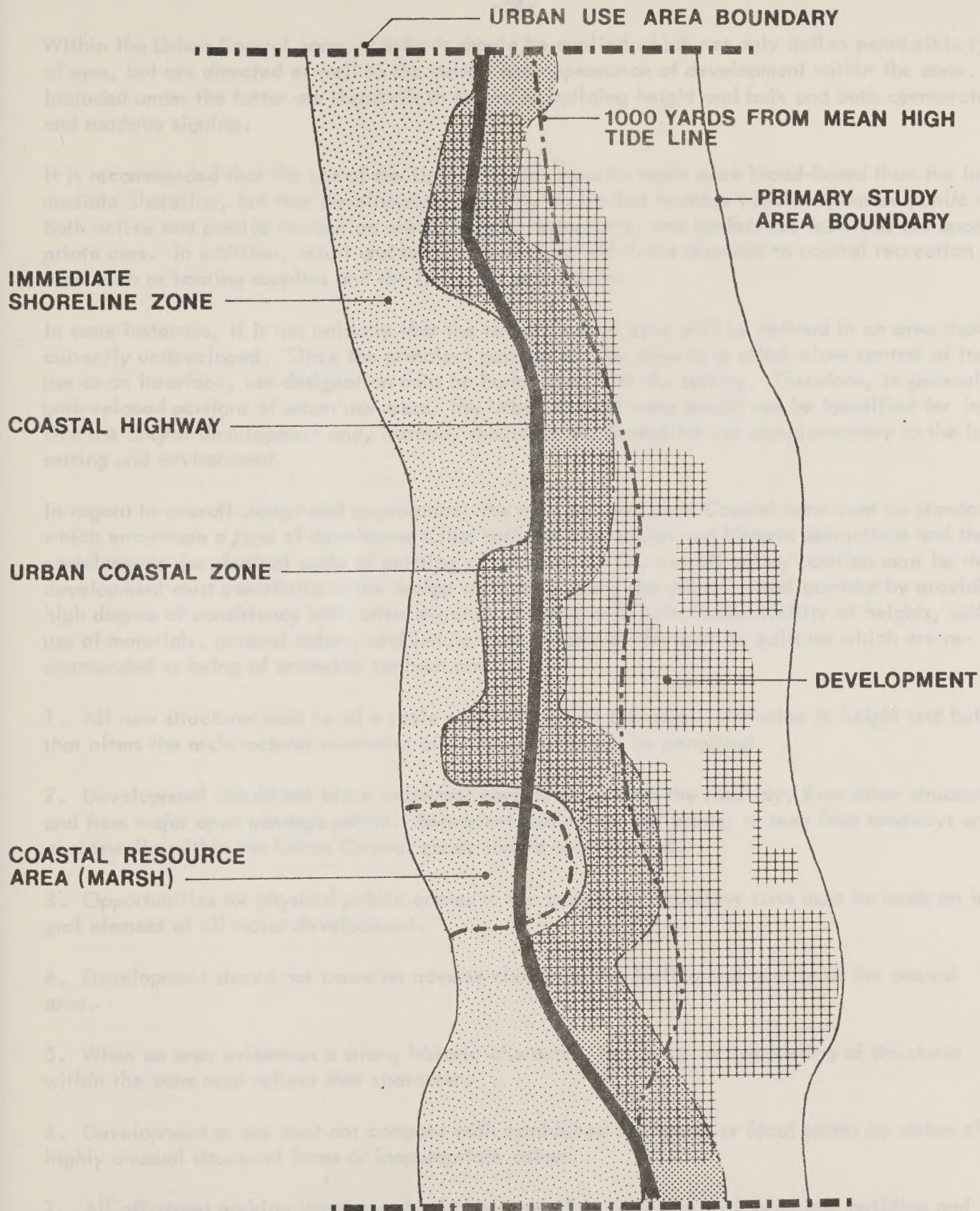


FIGURE 12: DETERMINATION OF

 **IMMEDIATE SHORELINE ZONE**

 **URBAN COASTAL ZONE**

Within the Urban Coastal zone, standards should be applied which not only define permissible types of uses, but are directed as well to the design and appearance of development within the zone. Included under the latter are standards in regard to building height and bulk and both commercial and roadway signing.

It is recommended that the use of the Urban Coastal zone be made more broad-based than the Immediate Shoreline, but that development generally be limited to those which emphasize public use. Both active and passive recreation areas, hotels, restaurants, and conference facilities are appropriate uses. In addition, retail and service operations which are directed to coastal recreation users such as boating supplies and the like, are permissible.

In some instances, it is not unlikely that the Urban Coastal zone will be defined in an area that is currently undeveloped. Since the principal purpose for this zone is to allow close control of its use as an interface, use designation must be harmonious with the setting. Therefore, in generally undeveloped portions of urban use areas, the Urban Coastal zone should not be identified for intensive use and/or development and, instead, should be designated for use complementary to the local setting and environment.

In regard to overall design and appearance, the goal for the Urban Coastal zone must be standards which encourage a type of development that respects both social and historic obligations and that complements the physical scale of existing development. The overall policy position must be that development must contribute to the design continuity along the urban coastal corridor by providing a high degree of consistency with other structures, harmony in bulk, compatibility of heights, setbacks, use of materials, general colors, and landscaping. Some of the specific policies which are recommended as being of areawide concern are:

1. All new structures must be of a scale compatible with the area. Variation in height and bulk that alters the architectural character of an area should not be permitted.
2. Development should not block important coastal views from the roadway, from other structures, and from major open vantage points. Between-building coastal views, as seen from roadways and/or sidewalks within the Urban Coastal zone, should be preserved.
3. Opportunities for physical public access to the Immediate Shoreline zone must be made an integral element of all major development.
4. Development should not cause an adverse change in the feeling and quality of the coastal area.
5. When an area evidences a strong historic character, the design or remodeling of structures within the zone must reflect that character.
6. Development or use must not compete with established landmarks or focal points by virtue of highly unusual structural forms or inappropriate colors.
7. All off-street parking structures should be compatible in design with principal building and should be screened from public view.
8. Urban appurtenances, such as roadway and building signs, traffic signals, overhead wires, and telephone and light poles should have an uncluttered appearance and be subordinated to the urban coastal setting.

Standards as described under the "Plan Integration" portion of test three, Local Impact, are to be made part of the development review within the Urban Coastal zone. As appropriate, standards described throughout the test for Local Impact should be made part of development review for uses within the Immediate Shoreline zone. One exception is made in regard to the design requirements, however, where only the mandatory revegetation and relandscaping requirement should be applied.

SUPPORTING POLICIES

A series of public investment policies are recommended in this section which support overall coastal conservation and development policies and establish additional requirements for the development review process. It is strongly felt that specific criteria regarding appropriate location and maximum levels of transportation, water supply, and sewer service must be used as instruments of public policy. Recommendations for public service policies are not to be considered a mandate for facility construction. They acknowledge the present facilities and service area boundaries, and make recommendations based on the existing and future requirements of coastal development and reasonable recreational use as determined by the open space use area policies.

Accessibility Policy

To develop policy in regard to acceptable levels of access along the Tri-County coastline, an analytic approach was developed using coastal open space/development policies to derive a preliminary maximum population holding capacity. This holding capacity, together with other trip generators, provides an indication of pressures which might occur on the principal coastal roadway network.

These population figures and the associated data, while very preliminary and not especially useful in area-specific decision making, are extremely useful in providing an indication of the maximum demand that might be placed on the coastal highway system by the recommended coastline policies. In order to get a more accurate picture of acceptable highway use, specific trip figures would have to be adjusted downward in response to their impact on the natural character and environment of the coastal area. Nonetheless, and by far most important, the analysis of potential residential and recreational uses along the coastline has pointed to the need for three major accessibility policies.

Accessibility Policy1: No improvement which significantly increases the vehicular capacity of the coastal roadway network should be permitted. It is strongly recommended that the current coastal access network be maintained as presently constructed within the open space use area and, further, that major interchanges or new lateral intersections within the area be prohibited. The purpose for this recommendation

is two-fold. Initially, the several points along the coastal longitudinal roadway system that act to limit the level of service are also deterrents to any future increased use of the road system. Second, most of these critical points - regardless of their current constricting effect on level of service - can nonetheless handle a greater number of vehicles per hour than they now accommodate, albeit at a reduced level of service. These two "attributes" of the current system significantly affect the total use and rate of development within the coastal area in a manner that complements area-wide open space and development policies. Moreover, if Tri-County coastline open space and development policies are adopted and implemented, it is highly unlikely that a residential or recreational use even approaching a "maximum holding capacity" would be reached, even by the year 2000. Specifically implied by this Accessibility Policy, however, is that whatever additional service capacity might be needed should be achieved through the use of public transit, rather than through alterations to the present highway system itself.

Accessibility Policy 2: A recreational access plan must be developed concurrently with increases in recreational services and/or use areas. In the long-term future, pressure on the coastal roadway network from recreational day-users is likely to be considerably more severe than pressure generated from residential development. Response to this demand requires detailed transportation planning that de-emphasizes dependence on private vehicles, whether they be automobiles or campers. Because of increased leisure time and alterations in the traditional patterns of recreational travel, it is likely that the traditionally-projected peak hour demands normally associated with average daily traffic cannot be reliably used in the planning of roadway systems designed principally for the recreation traveler. Recreation resources, whether they be public or private in nature, should emphasize the use of mass transit feeder systems to transport users from areas outside the coastal recreation system, such as from depots in urban areas to the recreational facilities. The transportation system itself should be designed to serve both day and overnight recreation users. In addition, access within the recreation areas should be planned to combine and coordinate use of mini-buses, bicycle lanes, and hiking and riding trails into a system which would preempt use of private vehicles within the recreational area itself.

Accessibility Policy 3: Proposals for multiple unit developments outside urban use areas must include provisions for a) a limited local-serving commercial facility to provide food and convenience items, and b) a circulation pattern integrated into the site design that minimizes dependence on automobiles within the development itself. A double purpose is served by this policy. First, it attempts to reduce the need for automobile trips outside developments, and therefore minimizes use of the coastal highway. Second, it attempts to reduce use of the automobile inside the development by encouraging use of paths and trails which could provide access to the recreational amenities of the area, once more minimizing the requirement for automobile use to reach those amenities. Both of these elements are considered to be crucial in the design of coastal development

since they would act to reduce the relatively high number of trips usually associated with residential land uses. A restraint must be imposed, however, so that the local commercial facility, be it machines or a staffed commercial operation, is not so specialized nor of such a size that it either acts as a generator of traffic from areas outside the development or requires a population not present within the development for its economic maintenance. Finally, it is recommended that when feasible, recreational trails and paths should be continuous through both public and private coastal lands to provide greater recreational opportunity for the private landowner as well as providing an access to commercial services that could serve the recreational day-user.

Water and Sewer Service Policy

Service Area Types

Sewer and water service policy for the Tri-County coastline is predicated on previously-described elemental policies regarding the location and impact of urban uses on the ocean coastline. Since the availability of sewer and water systems is critical to large-scale development feasibility, a series of subpolicies must refine and detail the implications and responsibilities inherent in utilizing these services to guide development and to protect open space resources. Service policy must be separated into two distinct areas: initially, a policy approach must be developed in regard to the compatibility of current servicing and regional coastline goals and, second, policy must be developed for future servicing based on regional coastline policy.

A strategy to relate the existing level of sewer and water service to overall coastal policies was defined during Stage I of the study. The Sewer and Water Service Policy map related directly to the identified open space values and was based principally on service district information supplied through the State Board of Equalization. The map was produced through a process of overlaying existing water and sewer service districts on the open space use and urban use areas in order to determine the relation between recommended coastline policy and current sewer and water service policy. The presence of a service district, however, does not mean that service is presently provided. It is possible that only a portion of the area is serviced, that only water or sewer service is provided, or that service is planned for the area but is not now being delivered. What is indicated by these boundaries, however, is the service policy in force within the coastal area. The Sewer and Water Service map locationally indicates the type and consistency of the relationship between coastline policy and service policy:

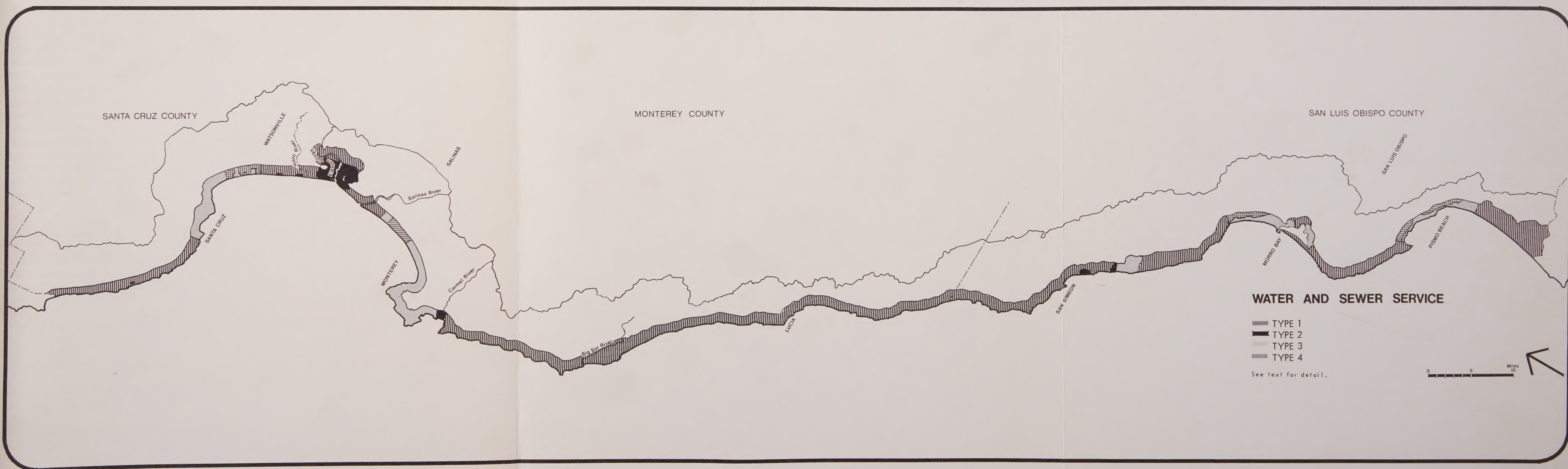
Type 1: Open space areas not included within sewer and/or water service district boundaries - These areas are generally characterized by an open space use of an agricultural, recreational, or habitat nature. Water, used principally for irrigation purposes, is available to some portions of Type 1 areas from local wells, and sewage disposal is accomplished through use of septic tanks. Some tourist services are avail-

able to public recreational areas, especially at State beaches and parks, and are considered appropriate so long as the service network and the capacity of that network does not exceed the requirements of the recreational area itself. Thus, while water is actually available in some portions of this area, the purpose for which it is used and the isolated manner in which that usage occurs is considered compatible and consistent with open space policies. Except as noted, Type 1 areas should remain unserved and extensions or expansions of water or sewage service districts or networks should be prohibited.

Type 2: Open space areas included within sewer and/or water service district boundaries - These areas currently lie within a service district which either provides or has the potential to provide water or sewerage services, or both, to a designated open space use area. In contrast to Type 1 areas - which currently maintain some water or sewer service which is recognized as appropriate - water and/or sewer service within Type 2 areas is considered inappropriate and incompatible with regional coastal policy. Overall, a Type 2 designation indicates areas where there is considerable potential for increased development which is inconsistent, contradictory, and wholly conflicting with the achievement of open space policies. Service, if currently provided, should not be expanded or extended beyond the sites now served, and all future service networks prohibited. Service may be permitted, however, for development that has already been completed and which was constructed on the premise of available service.

Type 3: Urban use areas included within sewer and/or water district boundaries - These are areas which lie within a water and/or sewer district. While both water and sewer service may not actually be currently available throughout Type 3 areas, the future availability of such service is considered consistent with regional coastal policy. A Type 3 designation is not, however, a recommendation that services be immediately inaugurated or extended to all portions of these areas. Such a decision can be made only in consideration of other county and coastal policies and priorities, in which phasing of development in a logical sequence and pattern must be included. Considerable attention must also be paid to the occurrence of open space value. Expansion or extension of service is considered permissible once the ultimate level of service has been ascertained.

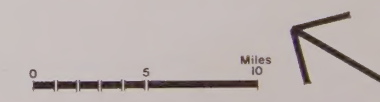
Type 4: Urban use areas not included within sewer and/or water service district boundaries - Type 4 areas are generally undeveloped and may be subject to service extensions at some time in the future. Inasmuch as Type 4 areas will be subject to considerable development pressure, the decision as to not only if, but when servicing extensions would most appropriate be granted must be based on many decisions which reflect other policies presented in this study, as well as individual county development phasing priorities. A Type 4 designation is therefore not a recommendation for servicing; instead, it is a recognition that servicing within that area at some time in the future



WATER AND SEWER SERVICE

- TYPE 1
- TYPE 2
- TYPE 3
- TYPE 4

See text for detail.



would not be inconsistent with regional coastal policies, once development phasing and ultimate levels of service have been established for these areas.

A review of these four area types indicates that the most potentially difficult situation is likely to arise in Type 2 areas. Type 2 areas are those where a service district has already been established, but coastal policies indicate that the areas are not to be urban use areas. While Type 2 areas occur throughout the Tri-County coast, they are all not on the same priority, inasmuch as the service district may not now provide service and may not have a long term plan for providing service. An example of this might be where a water district was established in anticipation of a development that was never actually begun. At the same time, if the sewer and/or water facility actually exists or is planned, it could lead to undesired growth. Thus Type 2 areas must generally be considered as locations susceptible to development pressure and, as such, attempts must be made to discourage development based on the anticipation of water supply or sewer service at any level other than that defined by the five Service Policies described below. Appropriate Local Agency Formation Commissions (LAFCO) must actively consider reducing and/or eliminating service area boundaries within Type 2 areas.

Service Policies

The policies indicated above represent the limited attempt to deal with sewer and water servicing. A policy base that is more broad and inclusive is, however, necessary. That policy base must demonstrate that the intent of a sewer and water policy is to control the location and capacity of sewer and water facilities in order to:

- 1) ensure consistency with regional coastal policies which recommend appropriate locations for urban use and development;
- 2) minimize public expenditures in facilities and services; and
- 3) ensure that the use of water and its subsequent disposal do not result in adverse environmental impacts.

To accomplish these ends, five supporting Service Policies are proposed for use by public agencies in regard only to development proposed within the open space use areas. No policy here is intended to place an upper limit on: 1) the quality of water delivered by public water systems; 2) the quality of effluent from sewage treatment facilities; or 3) the overall quality of service of any public utility or service district.

Service Policy 1: The expansion of existing sewer and water service systems beyond urban use area boundaries is prohibited. In essence, this first Service Policy is a reaffirmation of the previous discussion on the compatibility of regional coastal policy

and actual servicing. It specifies that existing sewer and water service networks can only expand their capacity and/or distribution systems within designated urban use areas which are currently receiving water and/or sewer service (i.e., Type 3 areas).

Service Policy 2: Except for agricultural uses, no new or increased interbasin transfer of water is to be allowed; further, ground water is the only permissible water supply source. This policy is a response to satisfy several regional coastal policies, and explicitly requires certain public actions before it can be applied.

Dependence on ground water is an eminently reasonable and environmentally rational approach to controlling the location of development: where ground water is not available or easily tapped, development may not occur. Use is limited to ground water and excludes other sources such as impoundments in an attempt to both maintain the quality of the ground water basin and to utilize an available and measurable resource to guide development. On a more regional basis, one of the significant limiting factors to development must be the quantity and quality of ground water supplies; therefore, the amount of development cannot exceed an established safe rate of withdrawal from the ground water basin. Since that rate has not been established in most areas, no major development should be allowed prior to the identification of that rate. Thus several public actions are necessary:

1. A public agency must first establish the safe yield of ground water sources within a given ground water basin. This withdrawal rate may be used to determine allowable intensities and types of use within the basin.
2. All underground water basins are to be monitored. Metering devices should be required on all existing and future water withdrawal systems.
3. As part of ground water monitoring, the public agency should, at appropriate intervals, conduct water quality and pumping tests to determine the adequacy and potability of supply. This information, together with data on withdrawal, can then be used in reviewing other proposals for development within a particular ground water basin.

By prohibiting a coastal user a connection to an existing municipal system, several undesirable growth effects are eliminated: development, normally attracted by major water supply lines, is no longer encouraged and, whereas most municipal water systems can increase capacity based on projected need (e.g., through water importation or impoundment), this system requires dependence on a single, self-recharging resource.

The prerogative for discretion as to additional restrictions on ground water users should be maintained. As a general policy it is recommended that ground water withdrawal must take place only within the bounds of the property in which that water is to be used. The effect of this policy is to restrict development only to those areas having available ground water supply. While this might therefore make some areas less de-

velopable, it also encourages landowners to merge or aggregate their property, thereby providing opportunities for use generally more compatible with regional coastal policies, such as large areas of open space, small concentrated areas of development, and preservation of open space values. However, in some instances it may better serve the interest of the public agency and the regional open space values if a land user were permitted to utilize ground water whose source is on an adjacent property-owner's land. In such instances, the public agency should have the prerogative to determine if regional goals would best be served by waiving the on-site water withdrawal requirement.

If water is to be imported for agricultural uses, one of the following conditions must be present: 1) existing ground water supply is not suitable for agricultural use because of the quality and/or availability of the resource; or 2) water is currently being withdrawn from the basin at or near the maximum safe yield and additional withdrawal threatens the supply. In all instances, imported water must be limited by contract for agricultural uses only.

While these limitations on water use attempt to protect the supply source, they must be viewed in the long-run as only temporary in nature. Therefore, it is recommended that a more detailed water-use policy be developed along the guidelines enunciated herein through an examination of the extent and capability of ground water basins along the coast and through the establishment of policies which integrate the implications of water importation, agricultural water use, and a continuing dependence on local ground water for residential utilization.

Service Policy 3: Effluent treatment must be accomplished on a local basis using either a carefully sited land disposal system or a packaged sewage system which treats effluent to produce reclaimable water. This policy recognizes that growth is encouraged by large-scale technically-efficient regional sewage disposal systems, and that it is in the greater interest of coastal preservation to rely on smaller-scale, natural processes for sewage treatment. Septic tanks, filter fields, and effluent spray techniques, when designed and sited according to rigorous standards, are considered to be the most satisfactory and preferred methods of sewage disposal and treatment. Testing for suitability for these uses must be thoroughly investigated before issuing any permit for construction and/or operation; additionally, tests must be made at regular intervals to insure that systems are not being overloaded. Preliminary tests must be made in regard to permeability, hydraulic conductivity, percolation, depth to water table, depth to bedrock, flooding hazard, slope, as well as stoniness and rockiness. In some instance, however, it is recognized that the natural conditions required to support a large septic tank system may not be present; under those circumstances, the public agency has the prerogative to permit utilization of small package sewage system that serves the local area or project only, and which treats effluent in a manner so that the resulting water is potable.

Service Policy 4: All direct and indirect costs for sewer and water systems must be borne by the developer and/or users of the system and are not to be passed on to the general public. Public investment in capital, operating, and maintenance expenditures for sewer and water facilities within open space areas should be fully covered by the developer and/or users of the area. For example, not only must a developer drill his own well and install his own distribution system, but he must also provide the metering device required to monitor ground water withdrawal. In addition, a portion of the permit fee required for the well installation, as well as any yearly permit which may be required for water withdrawal, also should cover administrative expenses incurred in meter reading and record keeping. Similarly, the package sewage treatment system noted in Service Policy 3 would be entirely financed by the property owner or users. It must also be emphasized that any negative impact resulting from any defect or improper placement or utilization of the sewer and water facilities remains the responsibility of the property-owner. For example, in instances where septic tanks have been sited improperly (e.g., in areas of severe septic tank limitations or in developments dense beyond the capacity of the natural system to effectively treat sewage) and the ground water supply becomes polluted, the developer is liable to all users of the ground water.

Service Policy 5: Sewer and water systems must be designed and constructed for a capacity appropriate to the proposed use. This service policy is intended to prevent the overbuilding or overdesign of a sewer and/or water system which, if unregulated, would provide a potential for additional growth beyond the specified capacity of a development. To ensure design and construction of these systems at a level and scale commensurate with the proposed use, it is recommended that this service policy be made a requirement for approval of the entire project at the initial plan review stage.

GUIDELINES AND IMPLICATIONS

Within this section, recommendations are made for organizational and administrative techniques and guidelines to operationally support the policy program and to help it function smoothly. In addition, a detailed look at some of the economic implications of the entire policy program is provided. A discussion of the decision-making process associated with the policy program is included in Chapter III.

GUIDELINES FOR USE OF THE POLICY PROGRAM

The effective operation of the policy program depends on the integration of a series of recommendations into the application and administration of coastal planning policy by a range of public agencies separated into three separate categories: General Administration and Policy Application, Policy Techniques, and Policy Practices.

General Administration and Policy Application

Before the policy program can actually be applied, each of the three policy tests must be reviewed by each local jurisdiction and a determination made of the manner in which local policies relate to area-wide recommendations. The result of this initial detailed and documented review should be two products: first, an enumeration of local criteria and standards to be applied during the test for local impact and, second, a memorandum which identifies precisely the requirements in force in regard to development both within the open space use areas and the urban use areas. This review must be accomplished on an individual jurisdiction basis inasmuch as some political entities will amend and/or supplement recommended policies with more stringent ones. The memorandum itself should effectively function as a manual for prospective developers of coastal land and/or water areas and supply all relevant information in regard to operating policies, limitations on development, elements of the review process, timing, etc., so that the format and required contents of each submission will be made both public and locally applicable.

As much as possible, environmental impact reports (EIR) should be fully integrated into the development review procedure. That is, many of the requirements of the development review should be made requirements of the EIR. Further it should become practice that when an EIR is required, it is submitted to the agency undertaking development review at the same time as all other required documentation and responses to the development review are submitted.

The sequence of the development review is an important aspect of the policy program. Inasmuch as a proposed use must satisfy all requirements of the policy program, conflicts must be resolved as they appear. Thus, if in review of the first test, Coastal Acceptability, direct dependency is not demonstrated and public benefit criteria are only partially satisfied, the review should not proceed until the requirements for public benefit are met. Since there are no exemptions, waivers, or variances from the requirements of the policy (since acknowledgment of special conditions and situations have already been built into the program), there can be no question of a relaxation of standards by some higher level at a later point.

Earlier in this Chapter, Figure 10 indicated the general review procedure. Basically, on receipt of the completed proposal for use and/or development, the test for coastal acceptability must be applied. Reviews should be made of the accuracy and adequacy of the dependency or public benefit determination, including calculations of gross developable area. The review of requirements for regional resource utilization necessitate that the location of the proper use or development be compared with what has been identified as the resource value of the area. In actual operation, the parcel boundary should be identified on a detailed resource value map produced by the local jurisdiction. Once the parcel in question has been delimited and the resource value(s)

of the area within the parcel identified, the reviewing agency will be able to discern if the proposed use is to be located in an area which policy indicates is appropriate to the natural values of the area.

During the regional resource review as well, each of the points enumerated in the policy program should be evaluated and compared to coastal policy. Calculations in regard to the total area developed, amount of land alteration, and densities should be carefully checked for their accuracy; on-site investigations to insure that standards for view, access, and similar requirements are in keeping with policies should be a permanent element of the program.

At the third level of review, local requirements will supplement area-wide coastal policies, and much of the review process will be similar to that now conducted by local jurisdictions. Negotiations between the local agency and the applicant should be on-going throughout the review, as is normally the case in any such submittal.

Major area-wide coastal policies developed and described in Stage I of the Tri-County Coastline Study have been made an integral part of the policy program. Those policies that have not been explicitly conveyed in the program and which should be brought to bear on all coastal development are summarized in the Appendix. Each proposal for coastal development, therefore, in addition to satisfying the specific criteria and standards identified within the policy program, must also satisfy the more generalized area-wide policies of the Appendix which are arranged based on natural resource values of the coastal area. Each of these policies, as applicable to individual use or development activities, should be considered within environmental impact reports and discussed fully in regard to the manner in which the project satisfies the policy.

Policy Techniques

Public planning agency staffs must become familiar with techniques recommended in the policy program, principally the identification of the Immediate Shoreline zone and the Urban Coastal zone.

Guidelines within the policy program for the determination of the Immediate Shoreline zone and the Urban Coastal zone were designed to apply to situations most commonly encountered along the Tri-County coastline. Inasmuch as there will be exceptions and special cases, it is strongly urged that the general philosophy of use of the Immediate Shoreline and Urban Coastal zones be the guiding factor in resolving problems attending determination of the areas. In addition, as the result of the application of the approach recommended earlier in this Chapter to a portion of the study area, some further guidelines may prove helpful.

The definition of a "two-lane primary highway", used as one of the factors to delimit the Immediate Shoreline area, is intended to apply principally to roadways meeting the minimum criteria for a hard-surfaced, heavy-duty two-lane road as identified and mapped by the U.S. Geological Survey. However, in areas of concentrated urban development, the local street closest to the coast may be used as the defining line, so long as the road is a public one, currently in active use as part of the local roadway network, hard-surfaced, has a minimum of two lanes, approximately parallels the shore, and is the closest of such roads to the shore. Thus the two-lane primary highway used to define the immediate shoreline area may range from Highway One in the central portion of the Estero Bay urban use area, to local streets in the City of Monterey.

In some instances, due to the presence of development within a generally undeveloped area and an unusual combination of roadway alignment and shoreline configuration, an Urban Coastal area may be described which is surrounded on three sides by the Immediate Shoreline zone. This situation could allow a level and type of commercial development that would be wholly inappropriate to the particular setting. This somewhat unusual situation only emphasizes that decisions as to the specific use of the Urban Coastal area must be made on a case-by-case basis, appropriate to the local setting and environment. In some instances, therefore, commercial development of the Urban Coastal zone should not be permitted; in other instances, the zone may be extended to include small exclaves of what normally might be portions of the upland zone that were created because of an unusual shoreline configuration. As a further example of this need for flexibility in the determination of uses for the Urban Coastal area, when the Immediate Shoreline zone extends to the 1000-yard line, the Urban Coastal area subsequently described may be both undeveloped and unserved; thus no development should be recommended.

The figure of 300 feet, used in the determination of the area to be included within the Urban Coastal zone, is based on normal city block depth. The intent is to include within the Urban Coastal zone the single block, or the two facing blocks, that flank the roadway closest to the shoreline. When development is used to determine the Immediate Shoreline area, then the line should be extended further inland, inasmuch as the parcel itself may be 200 to 250 feet deep and the result might be that only one side of a street might be included within the Urban Coastal zone and not the facing side.

When using existing development to define the Immediate Shoreline area, the parcel lines of the use or development closest to the shore should normally be used. When a highway is used, the 300-foot extent of the Urban Coastal area should be measured from the upland edge of the highway itself.

Finally, when the Immediate Shoreline area is extended to include coastal resources, it may go beyond the 1000-yard line to include tidal and submerged lands, beaches, and any body of water which is not subject to tidal action but a portion of which lies within the Immediate Shoreline area. This increase is commensurate with the permit area boundaries stipulated under the California Coastal Zone Conservation Act.

Policy Practices

In the actual use of the policy program, instances will arise in which somewhat unexpected problems and their subsequent resolution will have impact for the entire coastline. To minimize issues likely to emerge that would work counter to the policy program, and to further encourage the successful operation of the program, a series of policy practices should be undertaken by each jurisdiction in their development review. Many of the following specific recommendations should be included in the local memorandum on coastal use and application of the policy program; others may eventually be made part of local codes.

1. Uses directly dependent on the coast are not limited in the amount of area that may be altered. Thus the tables identifying maximum alterable area and maximum gross densities have no application for uses demonstrating direct economic dependency.
2. In the determination of gross developable area, agricultural land is not to be included in the base calculations. Agricultural land is to be removed from the supply of developable land and will be devoted solely to agricultural use. However, it is recognized that in some instances what has been shown as agricultural value on the regional resource map based on existing soil conditions and use may, by reason of size or inaccessibility, be infeasible in an agricultural use. Inasmuch as these two limiting factors - size and access - may be changed by virtue of technological innovation and alterations in the market, land with identified agricultural value is not to be used for

other purposes. However, when it can be shown that no reasonable agricultural operation could currently be conducted within the agriculturally-designated area because of physical limitations, that area may then be included in the calculations leading to gross developable area. The agricultural land itself may not, of course, be devoted to anything other than an open space use.

3. A series of further conditions may be applied to a particular applicant on receipt of a proposal for coastal use and/or development if the reviewing agency feels that the imposition of such additional requirements would act to more reasonably satisfy overall coastal policy. One such condition in regard to public access is felt to be extremely important and should be applied, when appropriate, as part of the requirements for public benefit. That is, based on the reviewing agency's appraisal of the type and quality of coastal frontage, a requirement may be imposed which obligates the landowner or developer, as part of the overall plan being proposed, to include provision for reasonable public access to the shore. Such conditions cannot be made a standard in all cases since: a) not all parcels within the coastal area have coastal frontage; b) some parcels with coastal frontage border steep cliffs where public access may not be desirable; c) some areas should be restricted to public access because of an area's fragile nature; and d) some parcels may be of too small a size to reasonably require access. The condition and configuration of the access amenities should also be made part of the local requirements imposed on the applicant. Therefore, access may be made a requirement in not only developmental use of the coast, but in such open space uses as agriculture as well.

4. Until zoning can be applied to the coastal area consistent with policy program recommendations, minimum parcel size should be eight acres. Individual homes in a planned unit or cluster development may, of course, have small lot sizes, but the initial parcel size used for purposes of allowable density calculations, must be at least eight acres.

Under recommended policy, maintaining property in large parcels is encouraged. However, in an attempt to deal fairly with existing small parcels - even though parcels of less than eight acres are not abundant within the open space use areas - owners of such property have been given a bonus by allowing them to alter up to 2500 square feet, regardless of the parcel size. On a two acre parcel, coverage would amount to three percent, rather than the normal one percent maximum. Under existing unit density regulations, development may well be permitted which might encourage small parcel development. Therefore, a policy practice should be adopted to hold new parcelization to a minimum of eight acres, consistent with the recommended density of 0.125 units per acre. Even then, any proliferation of eight-acres or otherwise small parcels is considered undesirable.

5. In some instances, a developer may not have been able to amass the total amount of property within the primary study area that would be required for development at

a desired density and land alteration. If the developer, however, has additional land within the primary study area that, when combined with the original parcel, totals the required land area, a density transfer may be considered. In reviewing such a proposal, the public value of the second parcel must be very carefully considered and only in those cases where that value is clear and evident and the parcel is especially desirable for public open space, e.g., a habitat area or land immediately fronting the shoreline, should such a density transfer be approved.

Density transfer must be allowed only with extreme caution inasmuch as such approvals have the potential for undermining much of the area-wide coastal policy. In effect, density transfers allow parcelization to occur in smaller units than is generally desirable, thereby incurring the likelihood for interrupting the continuous system of open space and thereby perhaps making open space areas less manageable.

ECONOMIC IMPLICATIONS OF THE POLICY PROGRAM

While the economic impacts of the proposed policy program cannot be precisely measured without extensive investigation outside the scope of this study, some general impacts can be discerned. These impacts relate to changes in land value, the effect of these changes on the feasibility of various land uses, and the general nature of the fiscal impacts associated with changes in land value and use.

The Tri-County policy program for the open space use areas regulates permissible types of use, maximum densities, and physical and visual standards. The effects of these controls is likely to be a lowering of land prices as the result of both the limits on the future use of particular land areas which will limit future income to that which can be derived only from the specified uses.

Overall, there is an effect by which the bidding power of developers in relation to agricultural uses is reduced. If developers' bids are to be high enough to outbid agricultural bidders, the form of the policy restrictions on densities and land uses, which are lower than would be in a market that pays high prices for residential and commercial uses. The net effect of the policies may be to limit future development to that which returns to a higher income market. Further, developers will be unable to develop parcels which can be built with a minimum of infrastructure costs and thereby their relative bidding power in relation to other land market uses. The net effect that each parcel will be able to pay for land will be determined by the opportunities and thus the value to be derived from that parcel further inland and the extent to which the demand is related to a coastal view. Therefore it is likely that in general some of the potential residential and hotel/motel developers will be unable to pay much more than agricultural uses.

The effects of the controls on the development of certain recreational facilities which require relatively little development such as camping facilities will

The controls on densities will serve to increase the costs of new development and thus limit incomes. For example, by restricting use of agricultural land to only agricultural and marine and outdoor recreational uses, the value of that land is limited to the income that can be generated in only these two uses. Heretofore that land could potentially be used for residential or hotel development which could bring greater incomes. In other resource areas where residential and hotel development is permissible, the requirement that only a small percentage of a much larger parcel of land be developed may in some areas increase the costs of providing and maintaining the infrastructure of roads, water and sewer systems lines, etc. In addition, the portion of the land which will remain undeveloped as well as the design controls, will add directly to the overall construction costs. Therefore the actual prices that developers will be able to pay for the land will be reduced.

Just how much land prices will drop is difficult to measure and will vary by the types of uses allowed in each resource area. The critical point, however, is to determine the relationship between the increase in the costs of development because of the density and design controls, and the decreases in the price of land because of limitations on its future use. Because land prices represent only a small portion of the total costs of development, it is quite likely that for many uses the drop in land price will be offset by the increase in the costs of development. There is a point beyond which costs are high enough so as to discourage all development from any of these resource areas. To know at exactly what point all non-agricultural use will be made non-feasible would depend on the specific nature of the demand for coastally dependent uses and the extent to which inland locations are available and are able to substitute for the coastal resources.

Overall, then, there is an effect by which the bidding power of developers in relation to agricultural users is reduced. If developers' bids are to be high enough to outbid agricultural bidders in the face of the policy restrictions on densities and locational choice, developers must appeal to a market that can pay high prices for residential and hotel/motel services. Thus an effect of the policies may be to limit future development to that which caters to a higher income market. Further, developments such as mobile home parks which can be built with a minimum of infra-structure costs will increase their relative bidding power in relation to other residential uses. The actual prices that each user will be able to pay for land will be determined by the opportunities and thus the costs for locating these uses further inland and the extent to which the demand is related to a coastal view. Therefore it is likely that in general some of the potential residential and hotel/motel developers will be unable to pay much more than agricultural users.

The effects of the controls on the development of outdoor recreational facilities which require relatively little development such as camping facilities will

not be great. Since the State of California now provides such facilities at a very low charge, private interests are unable to compete at those prices and earn enough revenue to cover costs. Initially lower prices for land may not significantly affect the cost-revenue relationship. It is possible that if other types of lower and average cost lodging facilities are prohibited from the coast because of cost, and if the supply of state-owned and run camping facilities is exceeded by the demand, the private owner of such facilities may be able to charge rates that are high enough to support the costs of such uses and thus to make it more profitable to operate these facilities.

The likely impact of the policy program on development potential and land values in the urban use areas depends on the relation between several factors: development and land costs in the open space use areas and in the urban use areas, the amount and type of land available for the different uses in each of the areas, and the magnitude and nature of the demand for each type of land use.

If development costs in the open space use areas exceed the cost of development in the urban use areas, a shift will occur to these latter areas. However, the extent to which this will happen will be limited by the supply of available buildable land. The smaller the supply of such land in the urban use areas, the greater will be the pressures for development, given the existing demand. Therefore as soon as there are uses which cannot locate in the open space use areas, either because they are not allowed by the policies or because the policies have increased development costs so as to make the urban use areas more attractive for development, the price of land in the urban use areas will increase to reflect this increased potential. The greater the demand, the greater the pressures for development and thus the greater the increase in the price of that land.

As developable land within the urban use areas decrease, there will be a shift of the demand to an inland location in the secondary study area. The point at which this will happen will be a function of four factors: 1) the total costs of development in the urban use areas, the open space use areas, and the secondary study area; 2) the extent to which the demand can be satisfied at an inland location; 3) the opportunity costs associated with shifting the demand inland; and 4) the availability of the type of land required for each type of development. It is difficult to generalize about the extent to which this shift will take place, and as to the effects of such a shift should it occur.

It is likely that the cost advantages for some uses at an inland location will be offset by the cost of the additional amenities that will be needed to shift the demand inland from the coastline. For example, hotel/motel development inland would have to include a golf course, swimming pool, lake, and/or gardens in order to begin to at-

tract the type of visitor that would come to those facilities if they were located on the coast and/or offered a coastal view. Such cost increases will limit the incomes that can be obtained from these uses inland. Therefore land values in the secondary study area may not increase or may even decrease if these additional costs are quite substantial.

Generally, it can be said that the land use pattern that will most likely result will be one where those developments which can generate the highest revenues and which are the most coastal-dependent will be the most likely to shift location from the open space use areas to the urban use areas, and that other uses will be shifted inland or to other coastal areas outside of the Tri-County coastal area.

The net fiscal impact of the implementation of the policy program is likely to be that the total assessed valuation of properties within the open space use areas will be lower with the controls than without, and that the total value of properties in the urban use areas will be greater under the Tri-County Plan. However, the extent to which the increase will equal or exceed the decrease cannot be determined with available information. Besides the effects on the type and location of new development, the implementation of the policy program will affect the timing at which that development occurs. Initially, as soon as the policies are announced, pressures for development will shift from the open space use areas to the urban use areas, increasing the pressures substantially at the latter locations. Many land owners and developers in the open space use areas will most likely hold that land for a while and wait to see the extent to which the controls will be enforced. Thus, these initial actions and the extent to which the policies change future expectations will have an impact on the assessed valuation as will the actual development which results.

There will be a certain amount of caution and confusion on the part of land owners and developers as to how and when to respond to the new controls. In the process of adjustment, development may come slower and may even shift to other counties until developers have a clearer idea of the implications of the controls and the extent to which they will be enforced. This uncertainty may serve to further disrupt local economics in that it will be difficult for owners and developers to decide on the timing and location of the commercial and service functions which follow residential and recreational development and are designed to serve it. Thus, a temporary effect may be to cause assessed valuations to be lower.

IV. POLICY PROGRAM IMPLEMENTATION

The individual cities and counties in the Tri-County Study area have achieved some degree of adequacy with regard to their open space policies and programs for improving and preserving the coastline. Yet, without coordinated intergovernmental action and focusing of resources on coastal planning and conservation, the ultimate objectives in this plan cannot be achieved. At present the organizational structure is set until 1976 by the Coastal Zone Conservation Act establishing the state commission and six regional commissions. Two of these commissions overlap the study area; the Central Coast Commission, including San Mateo, Santa Cruz and Monterey, and the South Central Coast Commission, encompassing San Luis Obispo, Santa Barbara, and Ventura.

The following discussion addresses the ultimate organizational form and procedures which could be devised after submittal of the coastal plan in 1976. It is not recommended that there be interim changes in that Act, because of the ongoing nature of the effort and the necessity for avoiding obstacles to formulating the coastal plan in timely fashion. However, several possibilities exist after 1976. One possibility is that the coastal plan, as submitted, will remain advisory with no continuing implementing entity to refine and implement the plan. Yet that possibility seems remote at present, and it is likely that the substantial investment to be reflected in the plan will call for some effective means for carrying on the work. The real possibility is a new regional entity.

ORGANIZATION

It is clear that a fully qualified regional decision-making entity is essential. A new organization could take one of several forms. The continuation of a separate coastline planning agency is a distinct possibility as a continuation of the Coastal Conservation Act. Probably the most desirable alternative is neither complete retention of control in local governments nor complete state control. Rather, in the Tri-County setting, it would involve a far broader perspective than can be given by cities or counties without regulatory authority throughout the area. As indicated previously, there are strong ties between what happens on the coast and what happens inland. Four major governmental participants presently exist and should be built into a system because of present planning responsibilities - the coastal cities, the three counties, the Association of Monterey Bay Area Governments, and the San Luis Obispo Council of Governments (presently designated as the A-95 review agency). Thus, there should be some means by which all of these levels of government have some voice in making decisions regarding the coastline.

In the context of the Tri-County area, an effective "regional" agency in the north should include both Santa Cruz and Monterey Counties, because of their interrelatedness on Monterey Bay. Additionally, such a regional agency must have power to influence the actions of cities and special districts in the area. The agency either could be the existing Association of Monterey Bay Area Governments, with increased authority, or an entity with adequate power for coastline planning coordination with inland areas. Such an agency could be a coastline agency created under a joint exercise of powers agreement among all counties and cities (based on voluntary action), or mandated by state legislation.

Alternatively, there could be created a coastline area planning commission which, under a recent modification of state law, can be delegated certain planning and regulatory powers. Such an area planning commission in Santa Cruz and Monterey Counties would have representation from the cities in the coastline, from the two counties, and from the Association of Monterey Bay Area Governments. (Essentially, this is the constituency of the Tri-County Coastline Study Committee.) In addition, the agency should include persons representing the general public (also represented on the Tri-County Committee). It is essential that all local governments be mandated to relinquish part of their planning and regulatory authority to such a commission.

One of the advantages of this approach is that it might be possible to create such a commission prior to 1976, and to relinquish to it all of the present authority which reposes in local government. Although this would simply be the authority to approve developments subject to subsequent Coastal Conservation Commission approval, it would provide a breaking-in and testing period to assess the efficacy and responsiveness of these agencies to work in concert to and assure that inland concerns are reflected.

At present, the Association of Monterey Bay Area Governments does not have adequate authority to achieve the coastal objectives described. Any agency which undertakes planning for the coastline must have corresponding powers to regulate and acquire lands, where necessary. If the Association of Monterey Bay Area Governments were invested with such authority for the coastal zone, it could be a logical unit for pursuing the coastal planning effort.

A major alternative, post-1976, is use of some form of regional "umbrella" with the Association of Monterey Bay Area Governments acting as the overall agency with power to coordinate and, if necessary, veto development approvals. If this were done, a separate coastline agency or an area planning commission could remain in existence, with the "umbrella" of AMBAG used to double-check consistency with broad regional goals.

In San Luis Obispo County, the Council of Government (COG) would serve in this capacity. It is likely that a veto authority plus some supplementary coordinative powers would be all that would be necessary to achieve regional goals. However under certain circumstances, such as the needed provision of a regional park or a necessary transportation improvement, it may be necessary to have power to override local objections and approved proposed development. Certainly, one of the most important recommendations must be the close relationship between county and regional growth and development policies and the coastline itself. For instance, to reduce pressure for development on the coastline, some channeling of pressures must result elsewhere. Moreover, to acquire coastal parcels, the responsibility and cost for such acquisition should be passed on to those in the larger area who use the coastline. Certainly it is clear that the many facilities that terminate on the coastline, or whose impacts are discerned there, such as new freeway connections, power plants, dams and the like, originate in interior sections. Thus, it is in the interior that control must begin, for the policies for the coastline to be effective. Hence, although a coastline agency may be necessary for an interim period, and should remain in existence during preparation of the Coastline Plan, it should not be seen as a permanent arrangement.

POWERS AND PROCEDURES

PUBLIC FACILITIES POWERS AND PROCEDURES

A basic premise of the accessibility and service level policies is that control over highways, sewer and water facilities means control over growth. To achieve this means that two kinds of agencies which now undertake their own planning must be brought more directly within the coastal planning process. These include the district office of the Division of Highways, and the local agency formation commissions of each county.

Governmental influence over decisions of the State Division of Highways is limited to the control over the closing of streets, the review of highways across coastline coves by the Resources Agency and the State Lands Commission, and assorted and generally incidental powers of the Public Utilities Commission, the Park Commission and others. However, the Division of Highways itself makes the key determination - the selection of routes and their designs. The route selection procedures is not fully described in State law; it is within the area of administrative guidelines. Those steps which are described in State law include: adoption of a resolution by the commission spelling out the procedure to be used to study a route; authorization for the study; consultation with local jurisdictions; provision for special requests by public agencies for public

hearings; recommendation by the department to the commission; route adoptions; and execution of freeway agreements.

Clearly, the missing link in this series of steps is some form of requirement for referral of proposals to regional agencies concerned with environmental conservation, for their review and approval. Hence, it is recommended that in the coastal area, any proposal for development of a highway extension be the subject of a development application which would be reviewed for its conformity with the coastline plan. Obviously, the coordination with the State Division of Highways would be greater if the coastline plan were presented and adopted in a single statewide plan by a State agency, which would have some parity with the State Highway Commission and Division of Highways. However, many of the most crucial transportation decisions are made at the district (regional) level, processed upwards, and after approval, processed downwards. Thus, there would be a measure of parity if route referral for approval by the coastal agency were required early in the route selection and design process. At present, of course, a council of governments or other agency with A-95 review power has authority to comment on all proposals involving federal funding. However, these are advisory and not binding on the funding agency, although, of course, if a regional plan rejected a highway proposal, it would be difficult to ignore. Some highways involve only state funds, however, and here the role of the regional planning agency is unclear.

Under an amendment to state law, a new Department of Transportation is now in operation. It will formulate a State Transportation Plan by 1976, with funding of approximately \$13 million. The parallel with the State Coastal Commission effort is obvious. The State Transportation Board is mandated to work with existing regional and local agencies, although it is anticipated that there will be a later transition to statutory regional agencies with powers to implement the Plan. By July, 1974, there will be a statewide report on transportation goals, objectives, and policies. By April 1, 1975, the regional transportation plans are to be adopted, and by January 1, 1976, the California Transportation Plan is to be adopted. This planning approach should benefit the State Legislature in deciding on permanent solutions to both coastal and transportation planning.

There is some hope that the State can coordinate these and other functions by State land use planning. When this occurs, the need for planning automobile transit access to constrain coastal development pressures and to limit adverse environmental impacts may occur without elaborate intergovernmental (and sometimes ineffective) efforts.

The local agency formation commissions make final decisions on creation or annexation of districts involved with sewer and water facilities. Although many LAFCs work closely with their planning commissions and departments in establishing

"spheres of influence" and in making decisions on local agency formation, other inputs are needed for good planning from an environmental standpoint. To achieve this end, it is proposed that joint meetings of local agency formation commission staffs in the coastal counties with coastal planning agencies, and staffs be held. The purpose will be to start the process of adopting guidelines for review of new formations and annexations, as coastline plans are developed as part of the coastal planning process.

REGULATORY POWERS AND PROCEDURES

Clearly, any regional agencies designated to carry out ocean coastline planning must be granted the power of regulation. This power should be shared among governments. Regulation of coastal development should be on a case-by-case review basis, with decisions guided by and subject to detailed planning criteria. The procedure could resemble the conditional use permit procedure common in local zoning, although the criteria proposed to guide decisions are in some cases more precise, and sometimes more limiting, than the usual criteria for conditional uses.

The case-by-case method is the only one that will work now on the coast. The coastal area is too diverse - in location, open space values, geology, ecology, and economics - to be subject to rigid rules intended to cover all situations. For some questions, such as what building techniques are required for hazard areas, information is not and cannot be available except on a project-by-project, area-by-area basis. Flexibility to deal with particular physical conditions and particular objectives, and flexibility to adjust to change, call for local approval with regional review. The regional plan would need continual updating because of new information and in some cases, new needs. Further, a special procedure should be available for lessening or eliminating any standard or supporting strategies in extenuating circumstances involving a site location, plan or design not fully anticipated.

To facilitate such review the coastal agency should be required to: include in the adopted coastal plan an adequate review procedure; hold hearings on each application with sufficient notice; make specific findings which relate to applicable criteria; and allow appeals of each ruling to a state-wide coastal agency, an overall regional agency, or to the courts.

This system would combine planning and regulation. This should result in both better planning and better regulation. Part of the advantage of this review process will be to build up a file of increasingly more precise data and policy. The results of many individual plan and permit decisions will gradually determine many larger policy issues.

The review criteria to be applied are those set forth in a previous chapter. These criteria are proposed to relate to all new development. They will be used not only in review procedures, but also to assist in internal site planning by public agencies and private developers.

Although regional review based upon precise criteria will be the basic form of regulation, selective use of the "specific plan" in critical areas also is proposed. These plans should be prepared by the coastal planning organization jointly with local agencies. Such plans may include proposed regulations limiting the use and management of certain areas. This procedure is not limited by the restraints on zoning, e.g., uniformity of application, complex procedures, minimum size of zones, etc. Hence, the State Planning Law provisions should be used as precedents in framing an equivalent power for the coastal agency. Such plans either could be directly binding "zoning-type" regulation, or could more closely resemble state agency administrative review.

Requiring dedication for public use of the coastline has a precedent in the practice of many cities and counties which require subdividers to dedicate land for parks to serve the residential population (or, where such dedication of land is infeasible, to pay a charge in lieu of dedication). A developer should be required to dedicate a certain percentage of his coastline for public access and use, or to pay an in-lieu fee. Such fees in lieu of actual land dedication have been upheld to offset the costs of neighborhood parks in subdivisions when the payment bears a reasonable relationship to the use of the park and recreational facilities by the future inhabitants of the subdivision. Provisions requiring public access from a highway to the ocean as part of subdivision approval are now included in the Public Resources Code of California.

Amendments to the Subdivision Map Act enacted in 1971 provide new criteria for the regulation of subdivisions. A new section requires the governing body of a city or county to deny approval to a final or tentative subdivision map upon making any of the specified findings. One of the grounds for denial is that the subdivision will conflict with existing public easements for access through or use of the property. Consideration is restricted to easements of record and easements established by final judgment, and also allows the governing body to approve the proposed subdivision if it finds that alternate easements are available. The 1971 amendments did not amend or repeal the existing provisions of the Subdivision Map Act which require reasonable public access to the tidelands as a condition of approval for all proposed subdivisions located on the coastline. However, it is now required that if existing alternative public access were not available within a reasonable distance of the subdivision, the subdivider must dedicate new access routes. The city or county has the responsibility for determining what constitutes reasonable public access based upon the size of the subdivision, the likelihood of trespass, the uses appropriate to the types of coastline and the mode of

travel used on the access route. However, the statute does not require a subdivision to provide for public recreational use of the lands above the line of mean high tide. Such authority should be vested in a coastal agency.

Finally, it is clear that some jurisdictions lack the manpower and/or technical expertise to carefully evaluate development proposals. Provision must be made that will allow one level or jurisdiction to provide assistance when requested.

INTERGOVERNMENTAL ALTERNATIVES FOR REGULATION

There are nine possible components for an intergovernmental regulatory system for the coastline: 1) regional standards for local adoption; 2) regional model ordinances for local enactment; 3) regional standards for full local enforcement; 4) regional regulatory supersedence for special aspects or areas; 5) regional zoning ordinance form; 6) regional plan-based review permit procedure; 7) referrals to other governmental levels for comment, prior to decision-making; 8) a single permit procedure; and 9) a dual permit procedure.

Based on a detailed analysis of various alternatives in the first year of this effort, the following organization and procedure for intergovernmental regulation is proposed. It involves the establishment of regional and state standards, local administration, supersedence by the regional agency in special vulnerable areas, and referral of all actions to the regional and state agencies.

The Regional Coastal Agency (RCA) would adopt ordinances or policies containing minimum performance standards to be enacted and enforced by local governing bodies. The local governing bodies would be permitted to adopt ordinances and regulations containing more stringent standards than those contained in RCA ordinances. In no instance would they be permitted to approve development applications with standards less stringent than those in RCA ordinances. There could be a provision for all variances from RCA standards to be approved both by the local governing body and the RCA.

The RCA and the State Coastal Agency (SCA) would have power to adopt special regulations for applications in specific geographic areas and policy areas determined by the RCA or SCA to be of regional or state significance. These regulations would supersede all other standards and all local ordinances. These provisions would be enforced directly by the RCA.

The basic intention would be to divide review and approval functions between the RCA and local governing bodies. The RCA would review and approve or disapprove certain kinds or types of development applications and the local governing bodies would review and approve or disapprove other kinds of development applications. The intention would be to allocate development control responsibilities among levels of government best able to respond to the issues presented. In all instances, all interested parties would have the chance to review and comment upon all development applications.

The starting point would be the promulgation of standards by the appropriate level of government. The following coastline planning issue areas have been allocated to the appropriate level of government which would have standard-setting responsibilities, although not necessarily all decision-making and enforcement authority. In some instances, the level of government would alter based on the exact nature of an issue.

Federal Predominance:

International Shipping, including the location of major harbors
Navigational Facilities
Offshore Oil Extraction
Power Generation, Nuclear and Other Facilities
Ocean Mineral Resources
National Parks and Recreation Areas

State Predominance:

Land Use (Shoreline Dependency)
Agricultural Preservation
Aquatic Wildlife Habitats
Water Pollution Control
Air Pollution Control
State Parks and Recreation Areas
River Flows
Airport Location

Regional Predominance:

Channeling of Growth
Shoreline Access
Pedestrian Trail Systems
Vehicular and Transportation Access
Terrestrial Wildlife Habitat Conservation

Sedimentation and Eutrophication
View Preservation
Solid Waste Disposal
Water Supply and Quality
Dredging, Filling Control

Local (Counties, Cities, Districts) Predominance:

Site Planning, Development Design, Detailed Land Uses, Population Density
Visual Amenity and Appearance
Service Levels
Community Facilities
Drainage
Police and Fire Protection and Other Urban Services

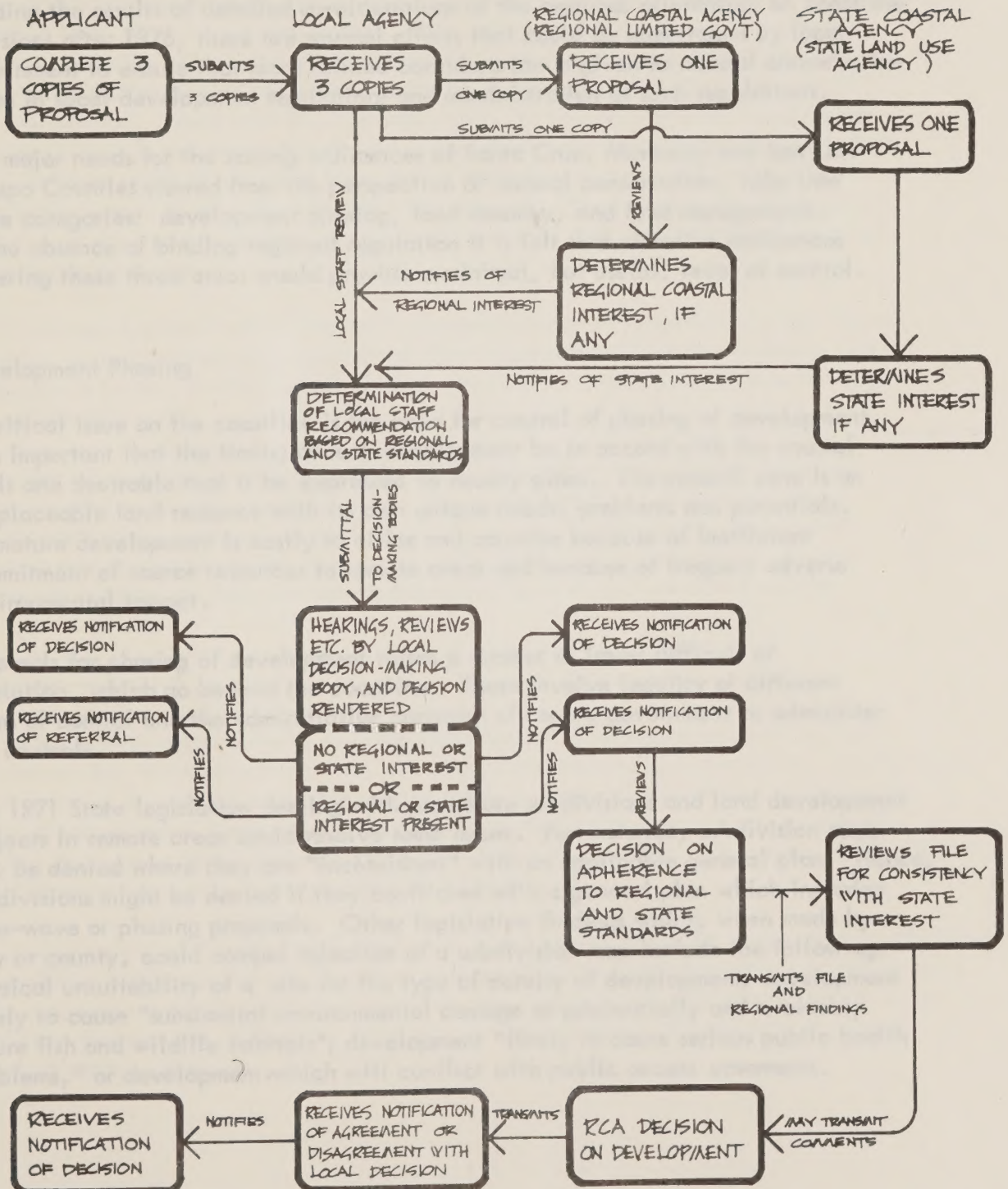
Thus, at the outset, the State Coastal Agency (SCA) and RCA would submit to local agencies having regulatory powers in the coastal area the following:

1. Minimum standards for mandatory incorporation into local ordinances and administrative procedures. These would pertain only to matters of larger than local significance. The RCA would retain review power over local ordinances, review processes, and coastal development having larger than local significance or impact.
2. Recommended standards for optional incorporation into local ordinances and administrative procedures. These would pertain to matters of local importance, but would be guidelines for the local level to maintenance of a quality coastal environment.
3. Notification of areas or subject-matters of pre-emption by the regional agency. These issues and areas would be so critical that the regional agency might or should pre-empt. It is likely that in terms of areas, this should include at least all Open Space Use Areas as well as the Immediate Shoreline Areas or Urban Use Areas.

Local agencies of course would retain the right to adopt standards which are more stringent than those of the RCA, except when such standards would effectively prohibit uses of overriding benefit to the region or State.

The diagram shown is a prototype of the review procedure which could be used for a development in an Urban Use Area.

**FIGURE 13:
PROPOSED COASTAL REVIEW PROCESS**



LOCAL ORDINANCES

Pending the results of detailed considerations of the regional orientation on coastline decisions after 1976, there are several efforts that could be undertaken by local government to ensure that more refined consideration is given to coastal conservation issues in local development regulations and administration of such regulations.

The major needs for the zoning ordinances of Santa Cruz, Monterey and San Luis Obispo Counties viewed from the perspective of coastal conservation, falls into three categories: development phasing, land assembly, and land management. In the absence of binding regional regulation it is felt that effective ordinances covering these three areas would provide a minimal, but useful, level of control.

Development Phasing

A critical issue on the coastline is the need for control of phasing of development. It is important that the timing of such development be in accord with the coastal goals and desirable that it be expressed in county plans. The coastal zone is an irreplaceable land resource with its own unique needs, problems and potentials. Premature development is costly to cities and counties because of inefficient commitment of scarce resources to remote areas and because of frequent adverse environmental impact.

Proposals for phasing of development raises a number of issues difficult of resolution, which go beyond the coastline. These involve legality of different forms of control and the administrative capacity of county government to administer the controls.

The 1971 State legislation dealing with premature subdivisions and land development projects in remote areas could resolve some issues. For instance, subdivision maps may be denied where they are "inconsistent" with an applicable general plan. Hence, subdivisions might be denied if they conflicted with a general plan which included time-wave or phasing proposals. Other legislative findings which, when made by a city or county, could compel rejection of a subdivision map include the following: physical unsuitability of a site for the type of density of development; development likely to cause "substantial environmental damage or substantially and avoidably injure fish and wildlife habitats"; development "likely to cause serious public health problems," or development which will conflict with public access easements.

Additionally, there is a requirement for a "specific plan" for remote subdivisions which should point out conflicts when natural resources are hazard factors.

One alternative is the approach adopted by several local jurisdictions to control growth. This has been done by a rating system, under which all residential developments require special permits, with such permits issued according to a rating schedule involving availability of sewer service, water service drainage capacity, recreational service, school service, fire protection, and roads. In other communities, the decision is made more subjectively, with all development proposals aggregated and decisions made at the same time, on an annual or semi-annual basis. Further evaluations have been made recently with regard to site planning, building design, meeting of low-and moderate-income housing needs, and consistency with overall planning objectives.

Still another approach which has been attempted has been large-lot zoning. When used for purposes of securing open areas for an appropriate time in the future, this probably is valid. In two counties in the Bay Area, 20-acre and 60-acre minimums have been imposed.

Finally, there is the approach whereby land is placed in a special use category, which serves as an urban reserve zone. The exact character of this can simply be an open space zone or an agricultural zone. Provided that this is explicitly characterized as a temporary approach, and if discretion in granting a permit or rezoning is based on documented coastal planning policy, it probably will be valid.

Land Assembly

In certain instances, especially in urban use areas, and scattered areas in central Monterey Bay and Montana de Oro, the central obstacle to sound coastline conservation and planning is multiple ownership and/or small parcels. Conventional zoning often is ineffective where land is divided into many parcels, disparate in size and shape. Unless these ownerships are amalgamated, it may be impossible to stimulate development and conservation of the types contemplated in this plan.

A land assembly ordinance could facilitate some merger of small, fragmented landholdings to achieve development more in accord with conservation policies and sound planning. The proposed approach is not applicable to those areas in which landholdings have not yet been fragmented. However, it clearly is needed where land already is subject to development pressure.

There are several methods for promoting parcel amalgamation, to mitigate plan-induced economic disparities and distribute returns equitably. One method would be acquisition (voluntary sale or condemnation) by the county or a designated agency, with resale for development consistent with the coastline plan.

Under present California law, the only means for carrying this out is through urban redevelopment, under the California Community Redevelopment Law (California Health & Safety Code, Section 33000 et seq.). The exercise of condemnation powers under the California Community Redevelopment Law might be upheld by the courts should urban renewal be undertaken in coastline areas, given to new interpretation of "blight".

A second method, similar to urban renewal, would be for the power of eminent domain to be granted to a private non-profit development corporation, by which it could acquire the property of "non-cooperating" owners. This could occur in situations where a private developer or group of landowners in a voluntary cooperative venture, had acquired title or options on a pre-determined percentage of land within a particular "planning unit". Not until that percentage of ownership had been obtained could the private non-profit corporation exercise its power of eminent domain to acquire the remainder and develop in strict accordance with planning criteria.

A non-profit corporation could then be vested with authority to resell the entire area it owned and had acquired to a developer or corporation for profit or could participate directly in planning and development. Sale of lands so acquired by the non-profit corporation to a developer or to the prior landowners now operating as a corporation or syndicate, would be conditioned on their development in accordance with the coastline plan. The acquisition by the non-profit corporation and sale to joint landowners or developers might be consummated in "back-to-back" escrow transactions to eliminate the need for the private non-profit corporation to have substantial funds available for land acquisition.

Land Management

A land management program is essential to provide public agencies with accurate information on environmental characteristics and landowners' intentions and expectations. It could ensure proper coordination between private landowners and public agencies whenever private development is likely to occur.

A land management program could be beneficial in two distinct ways. First, by supplying information on environmental resources it will identify potential ecological constraints on future development. This information-collection function should be performed well in advance of project planning to give public agencies adequate knowledge of physical resources; such knowledge later can be utilized to evaluate specific proposals and prepare environmental impact reports.

Second, it would aid in resolving important planning issues at an early stage by requiring submission of an overall development plan that indicates the general nature of the proposed project. Hopefully, this also will encourage referral to, and response from, the involved county planning staff. It would pose conservation and development issues for resolution and discussion before detailed planning or actual development and thereby forestall inappropriate, wasteful planning, design and development costs. These in turn, could understandably generate pressures for development approval. Because of this, such a procedure should serve the interests both of the public and the private landowner.

Thus, the procedure should provide information to public agencies at two points: 1) at the inventory stage; and 2) at the planning stage. Hence, it is proposed that the procedure include two submittals - a resource inventory and an overall development plan, consistent with, and incorporating conclusions of the resource inventory. Both could be submitted concurrently, but this should be avoided because of time needed to analyze resource information, preparatory to formulating the overall development plan.

The development of such a county procedure should be coordinated with other requirements, policies and objectives. Although a subarea plan is likely to be prepared before such a land management plan, the information in the latter could be used to update the subarea plan. In addition, it could be coordinated with other regulatory requirements, such as development phasing, subdivision ordinances, and environmental impact reporting guidelines.

It is hoped that by requiring such a procedure, land conservation and development planning will more fully utilize environmental information in preparing plans, and that land-owners will approach land planning more systematically.

Site Planning and Design Review

The demands for coastal conservation require formulation and rational application of procedures to ensure flexibility in siting and appropriate three-dimensional forms which preserve coastal character and coastal views. Toward this end, it is proposed that the planned unit development and design review procedure now included in county ordinances be modified and amplified to provide for a Coastal Combining District. Within such a district, special site and development reviews would be imposed pursuant to the review criteria in this plan and other policy documents.

ACQUISITION POWERS AND PROCEDURES

Such procedures should allow for density exchange, stringent height limits in particular locations, open space dedications for purposes of amenity and access, etc. Where panoramic views or vistas exist on particular sites, powers should be available to allow prohibition of all development.

All other factors considered especially in Test 3, i.e., public safety, local environmental capability and design, should be included as factors to be considered. Thus, within the coastal combining zone, a broad scope for application of administrative discretion should exist. The coastal combining zone should be mapped in the open space use area and in that portion of the urban use area containing the Immediate Shoreline and Urban Coastal zones.

Excess compensation, the taking of more land than is needed for the public facility involved in the taking, is an important goal. It could enable the coastal agency to acquire properties that are useful to the needs of other governmental agencies, especially the State Division of Highways and the Department of Parks and Recreation.

Acquisition of "development rights" or "development potential" could be a useful tool in carrying out the master plan, but there are certain dangers in the use of this method. One problem is how to value the rights taken and what retained by the owner. A second is whether development rights in the end cost significantly less than the full fee. Experience varies, but suggests that there is a meaningful saving only when the rights to developments are acquired before the land is ripe for development. At best, such rights will usually have to be sold voluntarily by private owners; condemnation of such rights is particularly difficult.

Devices for gradual acquisition of the ownership are valuable in reducing the initial outlay of funds that might be required to carry out the plan, even with a strong program of regulation. Purchasing an option or requiring owners to notify the coastal organization whenever they propose to develop or to sell their properties will afford insurance against the failure of development programs that regulatory powers would have difficulty sustaining. Purchase on the record of landowners may be used as a means of deferring, until development would otherwise have occurred, the payment of compensation. If there is to be any for denial of development potential, such "compensation" would be accompanied by an equivalent "level-up" charge upon owners who did obtain development permission. Level-up purchases can only work if voluntary sales, but it can be an effective way of spreading the cost of acquiring private properties over a number of years.

Acquisition followed by disposition allows the public to control use or preservation to a greater extent than allowed by usual forms of regulation, while affecting the

ACQUISITION POWERS AND PROCEDURES

While the policy program contains major recommendations for achieving many benefits of acquisition without the actual outlay of funds, acquisition of real property must still be considered as one of the ways of carrying out the coastal plan. There is, however, a need to reduce both the initial and long-term costs of acquiring appropriate properties.

The coastal agency could acquire coastal area lands by eminent domain and doubtless meet the "public use" test of the State Constitution. Advance acquisition, the condemnation of land far in advance of need, or "land banking" is somewhat novel, but has usually been upheld by the courts. It would be a useful tool to influence development and save public money by buying in advance of inflation of the land.

Excess condemnation, the taking of more land than is needed for the public facility involved in the taking, is an important tool. It could enable the coastal agency to acquire properties that are surplus to the needs of other governmental agencies, especially the State Division of Highways and the Department of Parks and Recreation.

Acquisition of "development rights" or "conservation easements" could be a useful tool in carrying out the coastline plan, but there are serious problems in the use of this method. One problem is how to define the rights taken and those retained by the owner. A second is whether development rights in the end cost significantly less than the full fee. Experience varies, but suggests that there is a meaningful saving only when the rights or easements are acquired before the land is ripe for development. At best, such rights will usually have to be sold voluntarily by private owners; condemnation of such rights is particularly difficult.

Devices for gradual acquisition of fee ownership are valuable in reducing the initial outlay of funds that might be required to carry out the plan, even with a strong program of regulation. Purchasing an option or requiring owners to notify the coastal organization whenever they propose to develop or to sell their properties will afford insurance against the buildup of development pressures that regulatory powers would have difficulty withstanding. Purchase at the request of landowners may be used as a means of deferring, until development would otherwise have occurred, the payment of compensation (if there is to be any) for denial of development permission. Such "compensation" should be accompanied by an equivalent "development charge" upon owners who did obtain development permission. Installment purchase can only work in voluntary sales, but it can be an effective way of spreading the cost of acquiring private properties over a number of years.

Acquisition followed by disposition allows the public to control use of properties to a greater extent than allowed by usual forms of regulation, while offering the

opportunity to the public to recover some of the increase in the value of the properties that results from public actions or expenditures. Urban renewal as a tool has been used for improving shoreline areas in many parts of the county.

There is a section of the California Community Redevelopment Law declaring as a matter of State policy that a seashore is a "blighted area" for purposes of redevelopment when characterized by a decline in the coastal environment, including recreational and aesthetic values, or when there is a need for public beach areas and public access thereto. Coastline property acquired by a Redevelopment Agency shall be used only for public purposes. Presumably, this qualification will be given a strict interpretation as distinguished from the broader general welfare concept used to sustain other uses and transfers of condemned property. With this qualification, there does not appear to be a great potential for changing the use of such lands, even if this were a key objective, which in most instances it is not.

The authorization still allows, however, the use of this tool for financing open space by tax increment financing. It is becoming increasingly popular in California. Under this approach, if major undeveloped areas on the coastline were declared redevelopment areas, any increase in taxation arising from a rise in assessed valuation after the actuating date could be pledged to retire bonds floated to acquire key open lands. It is suggested that this approach might be widely used in areas where some development is acceptable but when the development could have an adverse impact on its surroundings. It would be fitting for such improvements to provide the leverage to ameliorate its own impact.

Purchase and sale-back (or lease-back) with specific conditions is a means of obtaining limitations on uses of property with reduced capital investment. The more stringent the limitations, however, the greater would be the difference between the purchase price paid by the coastal agency and the price it would receive upon resale or lease.

The same kind of limitation could be imposed by covenants running with the land, by agreement between an owner and a public body. But covenants are subject to such legal complexities that other means of accomplishing the same ends are preferred.

APPENDIX A

AREA-WIDE COASTAL POLICIES

Major policies developed during the first year of the Tri-County Coastline Study have been incorporated into the recommended policy program. To aid in the review process, Stage I policies have been summarized and reorganized based on their resource value. Inasmuch as the policies are highly interrelated, many are applicable in more than one resource area or are closely tied to other policies. Therefore, in those instances where a multiple reference is possible, the basic policy is numerically referenced to associated policies.

Associated Policy

A. AIR RESOURCES AND CLIMATIC PROCESSES

1. Where local climatic and topographic factors are conducive to airshed pollutant concentration, the location and arrangement of land use, population density, and performance criteria should reflect such conditions.

H11

2. Enforcement of high standards for the emission of air pollutants shall be promoted to ensure air quality.

3. For the purpose of energy conservation and economy, community and building design should reflect climatic conditions.

F10

B. WATER RESOURCES AND HYDROLOGIC PROCESSES

1. Watershed resources must be conserved by careful management of vegetative cover, surface water runoff pattern, natural patterns of ground water recharge within watersheds, and erosion and sedimentation processes.

C1,2,6,7; D5; F

2. Methods of conserving water resources must be considered in all use and development proposals and decisions.

3. The reduction of vegetative cover must not cause a detrimental increase in the level of surface water runoff or rates of erosion.

4. Siltation of lakes and impoundments and sedimentation of waterways must not increase to levels that degrade water and habitat quality.

C1,2,6

5. Withdrawal of ground waters and surface waters should leave quantities sufficient for effective dilution and assimilation of remaining pollutants.

C1

6. Withdrawal from ground water basins should not exceed yields established to assure continued reliable public supply.

C7

7. Inter-basin transfers of water resources should consider their impact on water regimen stability and water quality.

8. Water resources should be conserved through the regulation of use and reuse.

9. Solid and liquid waste discharge and disposal must not contaminate water resources or damage the aquatic environment.

C9,10; F6

10. The natural erosion and transport of beach material from coastal watersheds into the coast's littoral circulation system must be maintained.

F5

11. To safeguard the coastal area from the potential risks inherent in ocean dumping, materials disposed of and the method employed should be free of significant risks to the environment or human life.

C. LAND RESOURCES AND SOIL AND GEOLOGIC PROCESSES

1. Natural land forms must be maintained to preserve hydrologic and scenic values.

B1,4; H5; F5

2. A balanced program of sound soil conservation should be practiced throughout the coastal area.

B1,4

3. Prime agricultural soils should not be preempted for development.

4. Land that is altered by excavation or vegetation removal must be restored and revegetated in keeping with the coastal environment.

C1; D4,5,7; H5; F5

5. All grading and excavation should complement the natural configuration of the topography.

C1; B1,4; H5; F5

6. Site construction procedures and construction on highly erodible soils must not contribute to increased erosion or sedimentation.

B1,4; D5

7. The impermeable surfacing or compaction of permeable soil and geologic areas must not disrupt or diminish natural patterns of ground water recharge.

B1,5,6

8. Slopes over 30% should not be developed.

9. Discharge of organic nutrients should be shifted from aquatic to land environments where such nutrients may be used.

10. Reclamation and reuse of organic wastes should be practiced to promote nutrient conservation.

D. HABITAT RESOURCES AND BIOTIC PROCESSES

1. Elements of the coastal aquatic environment, such as marshes, mudflats, lagoons, estuaries, lakes, bays, riparian habitats, and anadromous fish waterways, which are highly productive natural habitats, must be preserved.

F2,3,4,5,6; G2
H

2. Fragile ecologic communities and habitats of endangered species must be maintained in open space.

F1,2,3,4,5,6; G2
H1

3. The continuous system of habitat units, as generally depicted on the Open Space Policy Factors map must be maintained in open space.

H1

4. Habitat resources must be conserved by preventing degradation of primary conditions of habitat structure.

B1,3,4,7,9,10,11;
C2,4,5,6,7

5. Grading and excavation in wooded areas must avoid disturbances to subsurface soil, water, or rooting patterns adverse to vegetation.

B1,3; C2,4,5,7; H5
F5,6

6. Chemical agents, particularly pesticides and heavy metals, that concentrate in the food chain, interrupt or destroy the primary biological network, or threaten species survival should be rigorously controlled.

B9; F1

7. The implications of the natural processes of "succession" of vegetation types must be considered in all land use and development proposals.

C4

8. Proposals to terminate grassland grazing must evaluate and plan for vegetation shifts to coastal scrub and chaparral and their attendant fire hazards.

F7

E. PUBLIC SAFETY AND NATURAL HAZARD PROCESSES

1. Coastal areas subject to severe environmental hazards, especially flood-prone and landslide-prone areas, high seismic-risk zones, or areas subject to cliff erosion and seismic sea wave inundation, must be retained in open space.

B1; C2

2. Where development of an upland area would result in downstream flood hazard or are inconsistent with other policy, that upland area should be maintained in open space.

B2

3. Areas whose development would pose a severe hazard to persons or development in presently-developed areas should be maintained in open space.

F. EXTRACTIVE RESOURCES (Agriculture, lumber, mineral, fishery, etc.)

1. Agriculture and forest resource extraction use within the coastal area must conform to regional coastal policy particularly with respect to conservation of soils, land, land form, natural processes, water and watershed, nutrients, habitats, and use of pesticides. D2,6
B1; C1,2,3,9,10
2. Utilization of marine resources through mariculture, kelp harvesting, and sport and commercial fishing must conform to regional coastal policy, particularly in regard to support facilities, resource and habitat depletion, and compatibility with other uses. D1,2,4
3. Harvesting of resources for scientific, recreational or economic purposes must be monitored, managed, and regulated in conformance with regional coastal policy. D1,2,4
4. Oil extraction operations must be regularly monitored to detect indications of environmental impact, including seismicity, subsidence, water pollution, and habitat degradation. D1,2,4
5. Excavation and storage of sand, gravel, and other earth resources within the coastal area should be permitted only when these activities are in conformity with regional coastal policy, particularly in regard to sedimentation and beach replenishment processes, anadromous and marine habitats, water quality, preemption of shoreline areas, vegetation impacts, and visual amenity. D1,2,4
6. Tailings and other waste productions of mineral resource extraction must be disposed of in conformity with regional coastal policy. D1,2,5
7. Lands having potential for grazing use should be designated and maintained as open space. D8
8. Open space should be maintained for land that may be economically utilized in the growing of coastal specialty crops.
9. Open space should be maintained where appropriate in areas of high maricultural value.
10. Efforts to minimize energy consumption must be made in order to conserve energy resources and to reduce the impact of energy utilization on air, land, water, and living resources. A3

G. RECREATION RESOURCES

1. Land and water recreational resources of the coastal area should be preserved for public open space use.
2. The capacity of an area to sustain use should be the principal consideration in decisions regarding the type of access and support facilities provided. D1,2
3. Coastal areas containing unique ecological, scenic, scientific, or educational values must be preserved. D1,2; H1
4. Public access to the coastline must not be diminished by development or changes in use in upland areas.

H. AMENITY AND OPEN SPACE RESOURCES

1. Important public views, unique natural features, landmarks, and other scenic assets of the coastline should be maintained in open space. D1,2,3
2. Important public views from major travel corridors both to the shoreline and adjoining upland areas should be protected and enhanced, and no development should obscure, detract, or negatively affect the quality of these views.
3. Development in the immediate vicinity of the shoreline or offshore area must be designed and sited so as not to visually intrude upon the natural setting.
4. The siting and design of any access improvements or roadway realignments must include proper consideration of the view from and of the improvement.
5. Development in coastal rural and wilderness areas should carefully fit the land and water so that its presence is subordinated and the preexisting character of the environment is maintained. C1,4,5; D5
6. Design and appearance of all private and public development in the coastal area, including residential, commercial, industrial, agricultural, recreational, and infrastructural uses, should reflect and enhance the coastal character.
7. Urban appurtenances, such as roadway and building signs, traffic signals, overhead wires, and telephone and lighting poles, should have an uncluttered appearance, and be subordinant to their urban, rural, or natural setting.
8. Noise pollution with a detrimental effect on the quality or resources of the coastal environment must be eliminated or abated.

9. Within land adjacent to recreation areas, marine and wildlife habitats, and rural wilderness areas, any significant noise emission, including that caused by automobiles, dune buggies, motorcycles, lumber trucks, and power boats and equipment, must be prevented.

10. No use or development shall produce significant levels of noxious odors into the coastal environment.

11. Open space should be used to protect and enhance local community character and identity, to articulate urban structure, and to guide the physical shape and direction of urban growth.

12. Open space should be used as a buffer between incompatible land uses within urban or essentially undeveloped areas.

APPENDIX B

BACKGROUND DATA AND POLICIES REFERENCED TO COASTAL ZONE CONSERVATION ACT

In order to facilitate the adaptation of the recommendations of this study to the requirements of the California coastline conservation legislation passed in 1972, the planning staffs of Santa Cruz, Monterey, and San Luis Obispo Counties are preparing a memorandum which will reference recommendations of this report to requirements and ongoing planning activities mandated by that legislation.

It is expected that copies of this memorandum will be made available to recipients of the Tri-County Coastline Study Technical Report in the near future.

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Stage I of the Tri-County Coastline Study was undertaken in association with Jens Sorensen, Robert Twiss, David Storm, and I. Michael Heyman. Economic analysis undertaken during Stage II of the Study was prepared by Gruen Gruen + Associates.

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